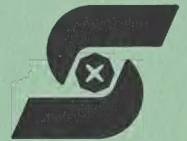


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CITY OF STOCKTON GENERAL PLAN

PARKS AND RECREATION ELEMENT EVALUATION AND UPDATE



FINAL PROJECT REPORT

Prepared by

MINTIER & ASSOCIATES

and

DANGERMOND & ASSOCIATES

in association with The Research Network

January 8, 1996

PARKS & RECREATION
ELEMENT EVALUATION AND
UPDATE - PART II
ADOPTED: MAY 20, 1996

CITY OF STOCKTON GENERAL PLAN



PARKS AND RECREATION ELEMENT EVALUATION AND UPDATE

FINAL PROJECT REPORT

Prepared by

Mintier & Associates

Project Management

Draft Parks and Recreation Element (Part II)

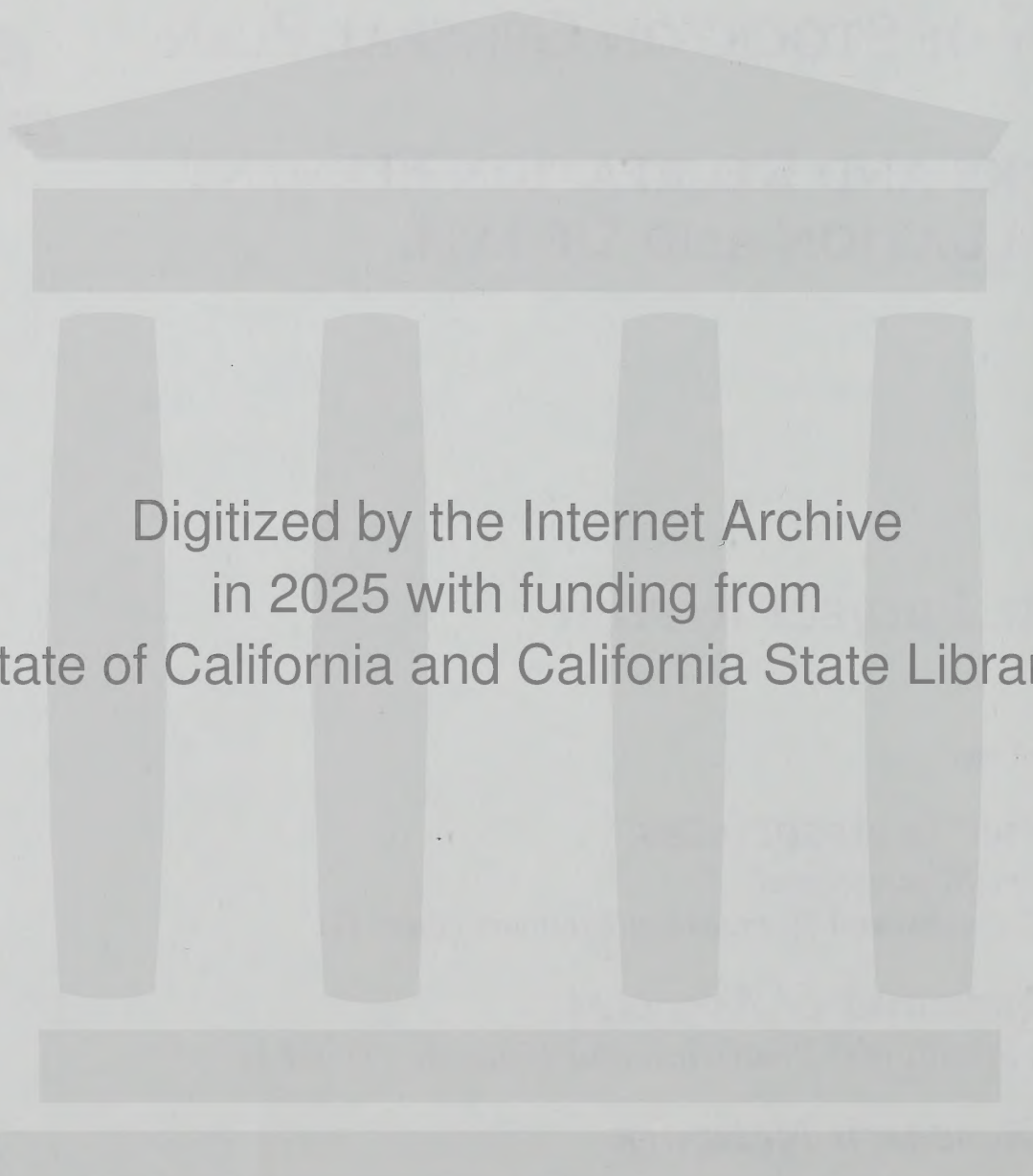
Dangermond & Associates

Park Standards, Priorities, and Financing (Part I)

The Research Network

Recreation Needs Assessment (Part III)

January 8, 1996



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TABLE OF CONTENTS

INTRODUCTION

PART I: PARK STANDARDS, PRIORITIES, AND FINANCING

PARK STANDARDS REVIEW	-1-
EVALUATION OF EXISTING PARK STANDARDS	1
PARK CLASSIFICATION AND REVISED STANDARDS	2
PARK CLASSIFICATION	2
REVISED PARK STANDARDS	3
Recreational Needs	3
Neighborhood and Community Parks	5
Trails	6
Golf Courses	6
Nature Study/Regional Parks	6
Recommended Park Acreage Standards	7
Recreation Facilities	7
Community Centers	8
ASSESSMENT OF EXISTING CONDITIONS	10
EXISTING CITY PARKS	10
EXISTING COUNTY PARKS	12
QUANTITATIVE ANALYSIS	13
Neighborhood and Community Parks	13
Regional Parks	15
Golf Courses	15
Community Centers	16
QUALITATIVE ANALYSIS	17
ASSESSMENT OF FUTURE DEMAND	18
FACILITY IMPROVEMENT STRATEGY AND PRIORITIES	19
FACILITY IMPROVEMENT STRATEGY	19
KEEPING PACE WITH GROWTH	19
REDUCING DEFICIENCIES	20
REHABILITATION AND IMPROVEMENT OF EXISTING PARKS	20
ENCOURAGING OTHERS	21
FACILITY IMPROVEMENT PRIORITIES	21
KEEPING PACE WITH GROWTH	21
REHABILITATION AND IMPROVEMENT OF EXISTING PARKS/ PARKS ACQUIRED TO REDUCE EXISTING DEFICIENCIES	22
ENCOURAGING OTHER AGENCIES AND ENTITIES TO ACT	25
FINANCING CONSIDERATIONS	26
BACKGROUND	26
KEEPING PACE WITH FUTURE GROWTH	26
REDUCING DEFICIENCIES	26
SURPLUS PUBLIC PROPERTY	27
ENVIRONMENTAL MITIGATION	27
FINANCIAL GRANTS	27
BENEFIT ASSESSMENTS	28
REDEVELOPMENT PROJECTS	28
COOPERATION AND PARTNERSHIPS	28
INTERGOVERNMENTAL	28
PUBLIC-PRIVATE	28

PART II: DRAFT PARKS AND RECREATION ELEMENT

REVISED GENERAL PLAN BACKGROUND REPORT CHAPTERS

CHAPTER IV: POPULATION	IV-1
INTRODUCTION	IV-1
HISTORICAL POPULATION GROWTH	IV-1
POPULATION PROJECTIONS	IV-2
POPULATION CHARACTERISTICS	IV-6
Age Distribution	IV-6
Ethnic Composition	IV-7
Household and Family Composition	IV-8
CONCLUSION	IV-9
CHAPTER VII: PUBLIC FACILITIES AND SERVICES (<i>Parks and Recreation Excerpt</i>)	VII-1
PARKS AND RECREATION	VII-1
STOCKTON PARKS AND RECREATION COMMISSION	VII-1
CITY OF STOCKTON PARKS AND RECREATION DEPARTMENT	VII-1
PARK TYPES AND STANDARDS	VII-1
Types	VII-1
Standards	VII-2
CITY OF STOCKTON PARK FACILITIES	VII-3
Neighborhood Parks	VII-3
Community Parks	VII-7
Municipal Golf Courses	VII-10
General Characteristic of Stockton's Park System	VII-10
Planned Parks	VII-11
SAN JOAQUIN COUNTY FACILITIES	VII-13
PUBLIC SCHOOLS	VII-13
RECREATIONAL PROGRAMS	VII-14
City of Stockton	VII-14
Afterschool Recreation Program	VII-14
PEDESTRIAN AND BICYCLE PATHWAYS	VII-15

REVISED GENERAL PLAN POLICY DOCUMENT PARKS AND RECREATION SECTION

DRAFT GOALS, POLICIES, AND PROGRAMS

(Excerpt from Section III, Part 4 of the General Plan Policy Document) III-1

PART III: RECREATION NEEDS ASSESSMENT

LIST OF FIGURES

Figure IV-1: Stockton Metropolitan Area and Subareas	IV-3
Figure IV-2: SJCCOG Planning Areas	IV-5
Figure VII-4: Park Facilities: Stockton Metropolitan Area	VII-5
Figure VII-5: Bikeway Master Plan	VII-17

LIST OF TABLES

Table 1: Comparative Park Acreage and Standards	1
Table 2: Recreation Uses California and Stockton	4
Table 3: Recommended Park Classification & Standards	7
Table 4: Community Centers in Stockton	9
Table 5: Developed and Undeveloped City Parks: North Stockton	10
Table 6: Developed and Undeveloped City Parks: South Stockton	11
Table 7: San Joaquin County Park Facilities: North Stockton	12
Table 8: San Joaquin County Park Facilities: South Stockton	12
Table 9: Neighborhood and Community Park Acreage and Comparison with Current Standards ..	13
Table 10: Neighborhood and Community Park Acreage and Comparison with Proposed Standards	14
Table 11: Regional Park Facilities and Regional Park Standard Comparison	15
Table 12: Existing Golf Courses in the Stockton Area and Golf Standard Comparison	16
Table 13: Comparison of Existing Centers to Proposed Standard	16
Table 14: Future Park Sites	18
Table 15: Park Sites to Serve New Growth	19
Table 16: Planned Facilities Improvements	22
Table 17: Priority Categories	25
Table 18: Park Funding Sources and Objectives	29
Table IV-1: Historic Population Change	IV-1
Table IV-2: Population Changes by Subarea	IV-2
Table IV-3: SJCCOG Projections	IV-4
Table IV-4: Age Distribution	IV-6
Table IV-5: Ethnic Composition: Metropolitan Stockton, San Joaquin County, and California	IV-7
Table IV-6: Ethnic Composition: Metropolitan Stockton by Subarea	IV-8
Table IV-7: Household Composition	IV-8
Table VII-4: Current Park Standards	VII-3
Table VII-5: City Parks and Recreation Facilities	VII-12
Table VII-6: County Parks and Recreation Facilities	VII-13
Table VII-7: After School Recreation Program	VII-15

INTRODUCTION

INTRODUCTION

This *Project Report for the Stockton Parks and Recreation Element Evaluation and Update* contains analysis and recommendations for consideration by the City of Stockton in updating the *Parks and Recreation Element* of its General Plan. This report is divided into three main parts.

Part I of this report is the *Parks Standards, Priorities, and Financing*, which contains three sections. The first section, *Park Standards Review*, summarizes and evaluates the City's current General Plan standards for park development with respect to the city's population and the park usage patterns of its residents. Based on this evaluation, it recommends a revised set of standards for consideration by the City in preparing the revised General Plan policies and programs. The second section of Part I, *Facility Improvement Strategy and Priorities*, presents an overall development strategy for the City's parks and recreation facilities and outlines a system for prioritizing specific acquisition and development projects. The final section of Part I, *Financing Considerations*, describes a range of approaches and techniques for financing the City's acquisition and development needs. Dangermond & Associates was principally responsible for the analysis presented in Part I, while Mintier & Associates provided support.

Part II of this report, *Draft Parks and Recreation Element*, contains the information proposed for adoption as part of an amendment to the City's *General Plan*. This includes two sections. The first contains revised versions of two chapters of the City's *General Plan Background Report*. Chapter IV, Population, has been comprehensively revised to include updated demographic information about Stockton's population. The parks and recreation section of Chapter VII, Public Facilities and Services, which addresses parks and recreation, has been expanded and updated to include more extensive and current descriptions of the parks and recreation facilities and programs in the Stockton metropolitan area. The second section of Part II contains a revised excerpt from the *General Plan Policy Document*. It includes the goal, policies, and programs from Part 4 (Public Facilities and Services) of Section III of the *Policy Document* that address parks and recreation. Mintier & Associates prepared the proposed revisions to the *General Plan* contained in Part II, with assistance from City staff and Dangermond & Associates.

Part III of this report is the *Recreation Needs Assessment*, which summarizes the results of the Recreation Needs Survey that the City conducted in October 1995. This section presents the most important findings of the telephone survey of Stockton residents with respect to park usage patterns and preferences. The Research Network both conducted the survey and prepared the analysis of its results.

PART I: PARK STANDARDS, PRIORITIES, AND FINANCING

PARK STANDARDS REVIEW

EVALUATION OF EXISTING PARK STANDARDS

A number of factors need to be considered in evaluating the adequacy of a community's existing park standards. They include: the length of time since the standards were last evaluated; how much the jurisdiction has grown; shifting demographics; changing use patterns; and how the community's standards compare with those of similar communities.

The City of Stockton adopted its current park standards in 1990 in conjunction with the update of its General Plan. Since then, Stockton has grown a little over 10 percent (from 210,943 to 234,000). Major demographic shifts have been occurring in the city for a number of years, with the most significant changes resulting from the large influx of immigrants from Southeast Asia. Park usage patterns have changed significantly throughout California during the last 10 to 20 years, and Stockton appears to closely parallel those changing use patterns.

Table 1 illustrates park standards used by Stockton and other comparable cities, along with the standards recommended by the National Recreation & Parks Association (NRPA).

TABLE 1 COMPARATIVE PARK ACREAGE AND STANDARDS				
City	Type of Park	Acres/1,000 Persons	Acres/Park	Desired Service Radius
Stockton	Neighborhood	1	2 - 15	½ mile
	Community	2	15 - 30	1 mile
	Regional	7	30+	—
Fresno	Neighborhood	0.75	5 - 10	½ - 1 mile
	Community	0.25	15 - 20	2 - 4 miles
	Regional	2	100+	½ hr drive
Sacramento	Neighborhood	5	2 - 10	½ mile
	Community	5	6 - 60	3 miles
	Regional	5	60+	—
Modesto	Neighborhood	1	7 minimum	1/4 - ½ mile
	Community	2	25 minimum	½ - 3 miles
	Regional	—	—	—
NRPA	Neighborhood	1 - 2	15+	1/4 - 1/2 mile
	Community	5 - 8	25+	1 - 2 mile
	Regional	5 - 10	200+	1 hr drive

As Table 1 indicates, Stockton currently has lower overall park acreage standards than Sacramento and the NRPA and the same as Modesto for neighborhood and community parks.

The most important consideration in evaluating the suitability of Stockton's current standard is changing outdoor recreation use patterns in society as a whole and in Stockton in particular. These use patterns are determined by a number of factors, including the age of residents, socioeconomic differences, climate, the resources of the area, and the number of parents in each household working outside the home. In addition, increasing awareness of the health benefits of exercise, increasing interest in the natural

environment, and a surge in group activities such as organized sports, field trips, and group picnics, have all resulted in dramatic changes in use patterns.

The California Department of Parks and Recreation performs a statewide recreation survey every five years, with the two most recent surveys conducted in 1987 and 1992. These surveys document several trends that may be significant for Stockton:

- Trail usage for walking and bicycling has risen dramatically, while the number of people jogging has remained nearly constant.
- General nature study and wildlife viewing has more than doubled.
- Simple activities, such as freshwater fishing, picnicking, and informal use of turf and beach areas for unstructured games and activities, have increased significantly.
- Softball and baseball play has nearly doubled while basketball, tennis, soccer and football have decreased slightly.

PARK CLASSIFICATION AND REVISED STANDARDS

In view of changing use patterns, it is appropriate for the City to consider revisions to its classifications and standards.

PARK CLASSIFICATION

There is no standard system for classifying parks; classification systems vary from one community to another. For instance, while Stockton classifies the parks around the deep water channel as community parks, some communities might consider them regional parks because of their association with the channel. Also, Stockton classifies its original 12 downtown parks as neighborhood parks; others might consider them pocket parks or even gardens because of their small size.

There are three primary classes of activity used in describing park use patterns, each of which reflects the type of location in which the activity occurs. These are as follows:

- Street or trail rights of ways
- Developed city parks (e.g., neighborhood and community parks); and
- Resource-related parks (e.g., natural and historic resources, regional parks, state and federal parks).

One of the difficulties in applying neighborhood and community classifications to developed city parks is how to account for golf courses, whose use per acre is only about two percent of typical developed city parks. Because of the difference in the way golf courses are used, it would be appropriate to create a separate golf course classification and related standard.

To recognize the diversity of Stockton's parks and their distinctive use characteristics, the Consultants recommend revising the City's classification system to include the following five categories:

- Neighborhood Parks
- Community Parks
- Regional Parks
- Trails
- Golf courses

Standards of acreage, size, facilities and service radius for these classifications are discussed in subsequent sections in this report.

REVISED PARK STANDARDS

This section analyzes estimated recreation use levels for Stockton, compares them with statewide averages, and translates them into park standards that the City can use to meet its future park and recreation needs.

Recreational Needs

Recreation needs for Stockton were derived from the Recreation Needs Survey conducted in October 1995 as part of this study and the most recent (1992) statewide survey conducted by the California Department of Parks and Recreation (DPR).

The results of the statewide survey indicate that people in California commonly participate in 42 different outdoor activities. Those activities, grouped in order of highest level of user participation to the lowest, are as follows:

- | | |
|--|---|
| 1. Walking | 22. Organized or guided walks or tours |
| 2. Visiting museums, historic sites | 23. Basketball |
| 3. Beach activities, including sunning and games | 24. Downhill (Alpine) skiing |
| 4. Driving for pleasure | 25. Power boating |
| 5. Casual, unstructured use of open turf areas | 26. Golf |
| 6. Visiting zoos and arboretums | 27. Four-wheel driving |
| 7. Picnicking in developed sites | 28. Kayaking, rowboating, canoeing, and rafting |
| 8. General nature studying, wildlife viewing | 29. Horseback riding |
| 9. Trail hiking | 30. Tennis |
| 10. Camping in developed sites (tent or vehicle) | 31. Mountain climbing |
| 11. Swimming in lakes, rivers and the ocean | 32. Target shooting |
| 12. Attending outdoor cultural events | 33. Mountain biking |
| 13. Swimming in outdoor pools | 34. Soccer |
| 14. Bicycling on paved surfaces | 35. Football |
| 15. Fishing (fresh water) | 36. Water skiing |
| 16. Use of play equipment/tot-lots | 37. Hunting |
| 17. Softball & Baseball | 38. Off-road vehicles |
| 18. Jogging & Running | 39. Cross-country skiing |
| 19. Camping in primitive areas and backpacking | 40. Sailboating & windsurfing |
| 20. Fishing (saltwater) | 41. Surfing |
| 21. Sledding, snow play, ice skating | 42. Snowmobiling |

From this list of 42 activities, 10 activities plus volleyball (which is not listed in the statewide survey) were identified as most likely to occur within Stockton's park system. The City's Recreation Needs Survey asked how often people in Stockton participated in these different activities. Table 2 compares the participation percentages and the activity days/person/year from the 1992 DPR statewide survey with the participation percentages and activity days/person/year derived from the 1995 Stockton Recreation Needs Survey for these 11 activities.

TABLE 2
RECREATION USES - CALIFORNIA AND STOCKTON
Participation Percentages & Activity Days/Person/Year

Activity	Participation %		Days/Person/Year
	California	Stockton	California
Walking and trail hiking	88.0%	71.0%	23.8
Picnicking in developed sites	63.9%	67.0%	2.5
Swimming in outdoor pools	46.8%	28.0%	3.0
Bicycling on paved surfaces	45.8%	46.0%	5.5
Fishing (fresh water)	38.2%	34.0%	2.3
Play—tot lot	35.4%	45.0%	2.3
Softball & baseball	34.0%	29.0%	2.4
Basketball & Tennis	33.2%	33.0%	0.9
Golf	19.4%	26.0%	1.4
Soccer	10.2%	11.0%	0.6
Volleyball	—	17.0%	—

The statewide survey found that people in California average approximately 90 activity days/person/year. This number includes jogging, walking, and driving for pleasure. Activity levels, of course, vary throughout the state, depending on socioeconomic factors, climate, and the availability of park lands. People in San Diego, for example, average over 100 activity days/person/year, while people in the Los Angeles basin (where urban park space is very limited) average as low as 60 activity days/person/year.

According to the Stockton Recreation Needs Survey, the participation rates and patterns in Stockton closely parallel those of the state as a whole. Golf and the use of tot-lots/children play areas in Stockton are higher than the statewide average, and walking, swimming in pools, and softball are lower. Volleyball is popular in Stockton, but is not on the statewide list. Some of the differences may be due to differences in survey techniques, but probably also reflect facility availability. The Recreation Needs Survey shows that Stockton residents average the same approximate level of activity days/person/year as residents statewide. This suggests that it would be reasonable to base Stockton's park standard on the statewide survey average of 90 activity days/person/year.

The 90 activity days/person/year includes use of the three different types of activity discussed above (i.e., street and trail rights-of-ways; resource-related parks; and developed parks located within cities). Right-of-way-related recreation, which comprises approximately 40 percent of all recreation use, includes such activities as driving for pleasure, walking, jogging, and bicycle riding. Resource-related parks, such as beaches, regional parks, state and national parks, comprise 20 percent of the overall use. The remaining 40 percent represents activities which take place within developed city parks (both neighborhood and community), on school grounds after school hours, and at community centers. In other words, this 40 percent usage factor represents the type of activities that would occur at parks covered by the City of Stockton's neighborhood and community park standards. Accordingly, the 90 activity days/person/year can be multiplied by 40 percent, yielding 36 activity days/person/year as the anticipated level of use within Stockton's developed parks and school playgrounds.

Based on California's and Stockton's estimated average days per year usage of developed neighborhood and community parks and school playgrounds (i.e., 36 days), the amount of acreage needed to support the recreation activities of Stockton's residents can be determined. This number is derived by dividing the number of activity days per year by the carrying capacity of the facility. Carrying capacity, or the

number of activity days of use a park facility can sustain without deterioration or safety problems, is partly dependent on the type of activity. A reasonable estimate for carrying capacity of an average developed park is 10,000 people/acre/year. Some activities, like swimming, allow for a greater concentration of people, while some, like the casual use of turf, are less intense. Golf, trail uses, and nature study each have special carrying capacity characteristics. Excluding golf, trail uses, and nature study activities, the 10,000 people/acre/year use level has been found to be useful for planning purposes.

Neighborhood and Community Parks

Based on this information, an acreage standard for Stockton's neighborhood and community parks can be derived by the following calculation:

- Using 36 activity days/person/year.
- Multiplying the activity days/person/year by 1,000 population, and then dividing by 10,000 people/acre/year carrying capacity to determine the number of acres required per 1,000 population. $(36 \text{ activity days/person/year} \times 1,000 \text{ residents} \div 10,000 \text{ people/acre/year})$

The result is: 3.6 acres/1,000 population to accommodate the active use areas of the neighborhood and community parks.

This standard, however, includes only developed use areas. The total acreage in parks should typically be at least 25 percent higher than that figure to account for passive use areas. While a large open natural setting is not necessary for these parks, curb-to-curb developed use areas would be neither safe nor aesthetic. This 25 percent figure appears to be consistent with the amount of passive park acreage in Stockton's existing parks. This additional acreage should be provided for a landscaped "park-like" setting. Factoring in the additional passive park acreage, the standard would be calculated as follows:

$$3.6 \text{ acres/1,000 population} \times 125 \text{ percent} = 4.5 \text{ acres/1,000 population}$$

This standard includes both City-owned neighborhood and community parks and public school open space that is used for after-school recreation activities. To determine a standard for just City-owned neighborhood and community parks, school acreage needs to be subtracted. Typically, only a percentage of the school open space is counted towards meeting the standard, but because of the long history of cooperation between the City of Stockton and the local school districts, it would be appropriate to count all of the school play field acreage. Schools account for approximately 38 percent, or 1.5 acres/1,000 population, of the total existing developed acreage in Stockton. When this acreage is subtracted from the 4.5 acres/1,000 population standard, the result is 3.0 acres/1,000 population as a standard for City-owned parks. This analysis supports the City continuing to use its current standard of 3.0 acres/1,000 population for the combined neighborhood and community parks.

Stockton's current standard of 3.0 acres per 1,000 population has two components: 1 acre of parkland per 1,000 population for neighborhood parks and 2 acres of parkland per 1,000 population for community parks. In the past, neighborhood parks have been designed primarily to serve the needs of the surrounding residents who can walk to the park. With the increase in group use and organized sports, most cities have seen a shift in use patterns, with city-wide facilities getting proportionately much greater use. This is true of Stockton; the recent Recreation Needs Survey indicates 69 percent of the respondents used community parks most frequently, 26 percent used neighborhood parks most frequently, and 5 percent used other facilities. This suggests a ratio of approximately 3:1 in use of community versus neighborhood parks. Another factor favoring community park acreage is that many of the neighborhood parks are located next to schools, increasing their effective acreage. Based on this information, it would be appropriate to change the current City ratio of 2:1 to 3:1. Thus, the new standard would be 0.75 acres/1,000 population for neighborhood parks and 2.25 acres/1,000 population for community parks. As noted above, golf courses, trails, and nature study areas are not included in these standards and are,

therefore, discussed separately in the following subsections. Other recreation facilities and community centers are discussed in subsequent subsections.

Trails

During the past 15 years, wide recognition of the health benefits of exercise has resulted in a tremendous surge in walking, jogging, and bicycling, most of which occurs on city streets and sidewalks. Communities have found, however, that whenever special trails are developed close to where people live, they are heavily used. The City of Stockton has experienced this phenomenon with the trail along the Calaveras River.

In other communities, establishing discrete standards for trails has proven to be difficult, if not impossible. Accordingly, no quantitative standard is recommended. Nonetheless, the City should continue its policy of developing trails along its waterways, under major power transmission lines, and over the EBMUD pipeline.

Golf Courses

Since golf has a use level per acre of only two percent of developed parks, it deserves its own standard. The level of golf course use does not vary greatly between a course laid out on 120 acres and one covering 200 acres. The standard, therefore, is normally based on a ratio of courses for a certain population, rather than acreage. Most communities can support up to one course for every 40,000 people (inclusive of private courses). Where standards have been set, they usually vary from 1 course for every 40,000 residents to 1 course for every 50,000 residents. Areas such as Monterey or Palm Springs, which are golf destinations, of course far exceed these standards. There are some indications that Stockton may support golf at a level greater than 1/40,000 population. These include the following:

- The 1995 Stockton Recreation Needs Survey indicated a participation rate for golf that is approximately 40 percent higher than the statewide average.
- Stockton's existing municipal courses are used heavily by non-residents, primarily from the East Bay Region.
- The amount of play at the existing municipal courses is close to capacity.
- Golf play is increasing nationwide as the "baby boomers" age and take up golf.

The City should probably set its standard at one course (both public and private) per 40,000 residents, but should consider exceeding this level if specific economic analysis indicates that golf play will be sufficient to support the cost of development.

Nature Study/Regional Parks

"Nature study" is a generic phrase for the enjoyment of natural settings, through such activities as actual nature study and bird watching as well as visiting or hiking through natural areas. The activities are primarily associated with regional parks, state and federal parks, and outdoor recreation areas.

People generally prefer to use natural areas within 30 minutes to an hour of their home and use these areas during daylight hours. These preferences gave impetus approximately 30 to 50 years ago to the concept of regional parks, which in California are usually provided by county governments.

The 1992 DPR statewide survey and an earlier 1987 survey indicate that support for and use of such areas continues to grow. Evaluation of the DPR survey results indicates that the use levels in regional parks are now approximately 20 percent of use levels in city parks and school playgrounds. The carrying capacity levels per acre for the developed portions of regional parks are approximately the same as for neighborhood and community parks. However, this number needs to be multiplied by a higher factor than a 25 percent used for passive open space in neighborhood and community parks in order to provide for

a natural setting and protection of resources. Although the factor varies by the resources being protected and is largely subjective, most regional parks have somewhere between 5 and 15 acres of natural landscape for every developed acre.

Recommended Park Acreage Standards

Using this information, a standard for regional park acreage can be calculated as follows:

- Assuming 7 activity days/person/year (1/5 of 36 in city parks).
- Multiplying the activity days/person/year by 1,000 population.
- Dividing by 10,000 people/acre/year to determine the number of acres required per 1,000 population.
(7 activity days/person/year x 1,000 residents ÷ 10,000 people/acre/year)

The result is: 0.7 acres/1,000 population to accommodate the active use areas of the regional parks.

When the 0.7 acres/1,000 population is multiplied by the 5 to 15 acre range, it results in a range of 3.5 to 10.5 acres/1,000 population. Given this analysis, it would be appropriate for the City to maintain its present regional park standard of 7 acres/1,000 population, which is in the middle of the range derived from the analysis.

Combining the regional standard suggested above with neighborhood and community standards discussed earlier would result in a recommended overall standard of 10 acres/1,000 population, which is the same as the City's current combined standard. Table 3 summarizes this recommendation.

TABLE 3 RECOMMENDED PARK CLASSIFICATION & STANDARDS			
Type of Park	Acres/1,000 pop.	Acres/Park	Service Radius
Neighborhood Park	0.75	5 - 10	½ mile
Community Park	2.25	10 - 30	1 mile to citywide
Regional Park	7.00	30+	region wide
Urban Trails	N/A	N/A	N/A
Golf Courses	1 course /40,000	130 - 180	region wide

Recreation Facilities

In addition to examining the park needs described above, the Consultants reviewed the need and standards for individual recreation facilities, based on standards suggested by the National Recreation and Parks Association, standards adopted by other California communities, and discussions with City staff. This review indicates that most communities have adopted individual facilities standards that roughly parallel their community's neighborhood and community park standards. For example, most standards specify one children's play area, one multi-use court, one softball/youth baseball diamond, and one soccer area per 5,000 residents. At a park acreage standard of 3 acres/1,000 residents, this works out to an average of one such facility in each of the neighborhood and community parks.

Stockton's historical practice has been to include a core set of facilities in each park unit, while providing flexibility to adjust or augment the core facilities to suit the specific preferences of different segments of the community. For example, handball is popular among Hispanic residents, and volleyball is particularly popular in the Southeast Asian community, and facilities to accommodate these interests are either present or being planned in suitable areas of the city. The Consultants recommend maintaining this approach, rather than shifting to a uniform standard for each type of facility.

Community Centers

The Consultants also reviewed standards for community centers. The reason for this detailed evaluation is the perceived need for additional community centers and the facilities they provide in order to accommodate more active youth programming in the city. Both the City Council and residents, as evidenced by the recreation user survey, have identified the provision of increased youth programming as a significant need. While the National Recreation and Parks Association does not recommend a specific standard, many communities have some sort of standard for community centers. These vary from one center per 15,000 residents to one per 50,000 residents. In one case (Dallas, Texas), the standard is expressed as the number of square feet of community center space per resident, rather than on the basis of thousands of residents per community center. The square footage standard begs the question of what size the centers should be. Some cities have also set standards regarding the service radius for community centers, which raises the issue of the location of centers. Since they typically serve only a part of the city, community centers should be distributed somewhat evenly throughout the entire community.

A comprehensive approach to addressing community center needs would include a four-part standard specifying the following:

- Number of residents per center;
- Square footage of community centers per resident;
- Minimum and preferred size of centers; and
- Service radius for each center.

Because of the difficulty in quantifying existing facilities, the process of developing and applying a standard for community centers is complicated. Table 4 lists the existing facilities in Stockton that serve as community centers and indicates how each facility is credited in terms of its function as a center. The following paragraphs explain the assumptions underlying the information in Table 4.

The City operates three standard multi-use centers which should be given full credit: McKinley; Seifert; and Stribley. The Oak Park Senior Citizen's Center is utilized nearly exclusively for senior's activities, but because of its size, accessibility, and variety of functions that it serves, it is given full credit.

For a variety of reasons, several facilities within the city offer the functional equivalent of half a community center. The Van Buskirk Center and Sierra Vista Center primarily serve adjacent housing development projects. Lincoln and Stockton Middle Schools are limited in terms of their usage and time availability. In addition, four other middle schools are available for use, subject to availability of adequate recreation staff: Fremont; Hamilton; Marshall; and Webster. They also should be given one-half credit due to limitations on their time availability and the functions that they can accommodate.

In addition to existing facilities, a new center is being planned for Panella Park. The site has been acquired and, when sufficient funding is available, the center will be built. This will add another full-credit center of approximately 15,000 square feet.

As Table 4 shows, given these assumptions, Stockton currently has the equivalent of six centers, with the potential to add another three, for a total of nine. The City will be providing the equivalent of 5½ of these centers, with the remaining 3½ being operated by local school districts or the County's housing authority. Considering that the city's population will grow to approximately 270,000 before the Panella Center is built, this works out to approximately one City-operated center per 50,000 residents or one community center per 30,000 residents if centers provided by school districts and the housing authority are included.

A second approach is to set a standard of square footage of community center per resident applied citywide. As mentioned above, this method is used in Dallas, where the standard is ½ square foot per resident. Table 4 shows the sizes of existing and potential community centers. The total square footage

shown in Table 4 works out to approximately 0.44 square feet per resident, if the Panella Park center is built by the time the city reaches 270,000 population.

A third approach to setting standards for community centers would specify the minimum and preferred size of the centers. The City's three existing multi-use centers average approximately 10,000 square feet. Each contains a single gymnasium/multi-purpose room, meeting rooms, a weight room, and kitchen facilities. A preferable size is approximately 15,000 square feet, which would allow for a second basketball court and greatly increased programming capabilities. If each of Stockton's three existing multi-use centers and the Panella Center were 15,000 square feet, the total square footage in the city would be 134,734, or almost precisely one-half square foot per resident when the city reaches 270,000 people.

The fourth standard for community centers addresses service radius. It makes sense that service radii vary, since the centers by their nature are meant to serve different neighborhoods within a city. In communities that have service radius standards, the standards typically fall in the one to two mile range. Applying a 1½ mile service radius to Stockton's existing centers and center-like facilities indicates a reasonable coverage throughout the entire city. The growth areas of the northwest, west, and southwest and an area immediately north of downtown have the least coverage.

TABLE 4
COMMUNITY CENTERS IN STOCKTON

Community Centers	Square Footage	City-Owned	Non-City-Owned	Equivalency
City Multi-Purpose Centers				
McKinley	8,325	1.0		1.0
Seifert	11,795	1.0		1.0
Stribley	9,943	1.0		1.0
City Senior Citizen Centers				
Oak Park Senior Center	10,708	1.0		1.0
Centers Primarily Serving Housing Authority Projects				
Van Buskirk	4,963	0.5		0.5
Sierra Vista	7,500		0.5	0.5
Middle Schools--Presently in Use				
Lincoln MS	10,000		0.5	0.5
Stockton MS	5,500		0.5	0.5
Middle Schools--Potential for Use				
Hamilton MS	9,000±		0.5	0.5
Marshall MS	9,000±		0.5	0.5
Webster MS	9,000±		0.5	0.5
Fremont MS	9,000±		0.5	0.5
City Multipurpose Center--Planned				
Panella	0	1.0		1.0
Total	104,734	5.5	3.5	9.0

Based upon the information in Table 4 and the preceding analysis, the Consultants recommend the following standards for community centers in Stockton.

- City-owned community centers: 1 center/50,000 population.
- Combined City-owned, school district, and housing authority: 1 center/30,000 population.
- Combined City, school district, and housing authority: ½ square foot per resident.
- Minimum to preferred size/center: 10,000 to 15,000 square feet for multi-purpose centers.
- Service radius: 1½ miles

ASSESSMENT OF EXISTING CONDITIONS

EXISTING CITY PARKS

Tables 5 and 6 show the detailed inventories of City parks, broken down between north and south Stockton and between developed and undeveloped parks. Tables 7 and 8 show similar information for County parks in the Stockton Metropolitan Area.

TABLE 5 DEVELOPED AND UNDEVELOPED CITY PARKS North Stockton		
Developed/Undeveloped	Park	Total Acreage
Developed Parks	Anderson	11.00
	Atherton	10.00
	Buckley Cove*	53.32
	Cortez	5.00
	Cruz	7.04
	Dentoni	9.50
	Gibbons	3.62
	Grupe	20.50
	Holiday	2.40
	Laughlin	5.00
	Loch Lomond	5.42
	Panella	15.00
	Sandman	16.00
	Sherwood	6.42
	Swenson	9.00
	Valverde	7.00
	Weberstown East	4.50
	Weberstown West	3.07
	Subtotal	193.79
Undeveloped Parks	Arnold Rue Park	2.50
	Baxter (Spanos East) Park	4.50
	Nelson (Brookside) Park	11.00
	Panella Park Addition	3.00
	Garrigan Community Park	15.00
	Subtotal	36.00
Total		229.79
* Only 5 acres of Buckley Cove Park consist of turf-park area.		

TABLE 6
DEVELOPED AND UNDEVELOPED CITY PARKS
South Stockton

Developed/Undeveloped	Park	Total Acreage
Developed Parks	Caldwell	3.49
	Columbus	2.11
	Constitution	2.11
	Eden	2.11
	Fremont	2.11
	Friedberger	1.50
	Gleason	2.11
	Holmes	2.00
	Independence	2.11
	Lafayette	2.11
	Legion	21.12
	Liberty	2.11
	Louis	73.60
	Mattie Harrell	8.50
	McKinley	22.30
	McLeod	3.50
	Morelli	4.00
	Martin Luther King Jr.	1.70
	North Seawall	2.10
	Oak	61.23
	Peterson	2.97
	Sousa	3.47
	South Seawall	0.83
	Stribley	19.32
	Union	2.11
	Van Buskirk	20.00
	Victory	27.45
	Weber	2.20
	William Long (Phase I)	4.50
	Williams Brotherhood	14.10
	Subtotal	318.87
Undeveloped Parks	Paul E. Weston Park	24.00
	Misasi Park	4.00
	Peri (The Rivers) Park	5.90
	Little John Creek Park	5.00
	William Long (Phase II)	5.00
	Subtotal	43.90
Total		362.77

EXISTING COUNTY PARKS

Within the unincorporated Stockton Metropolitan Area, San Joaquin County park facilities account for approximately 585.5 acres. Of this, 43.5 acres are neighborhood parks, 33.0 acres are community parks, and 509.0 acres make up most of Stockton's regional park facilities. Table 7 lists the County park facilities north of the Calaveras River, while Table 8 lists County parks located south of the Calaveras. All of the parks listed are developed facilities.

TABLE 7 SAN JOAQUIN COUNTY PARK FACILITIES North Stockton		
Park		Total Acreage
Neighborhood Parks	Morada	6.0
	Subtotal	6.0
Regional Parks	Micke Grove	259.0
	Oak Grove	180.0
	Subtotal	439.0
Total		445.0

TABLE 8 SAN JOAQUIN COUNTY PARK FACILITIES South Stockton		
Park		Total Acreage
Neighborhood	Boggs Tract	3.0
	Eastside Community	10.0
	Garden Acres	8.0
	Madison Playfield	4.5
	Taft	11.0
	West Jackson	1.0
	Subtotal	37.5
Community	Gianone	15.0
	Kennedy Memorial	18.0
	Subtotal	33.0
Regional Parks	Sports Center	70.0
	Subtotal	70.0
Total		140.5

QUANTITATIVE ANALYSIS

Neighborhood and Community Parks

Table 9 summarizes existing and undeveloped neighborhood and community park acreage and compares it with the acreage need according to the City's current park standards. Table 10 compares existing park acreage with the acreage that would be required according to the revised standards proposed earlier in this analysis. Tables 9 and 10 summarize this information for both the Stockton city limits and the total Stockton Metropolitan Area.

TABLE 9 NEIGHBORHOOD AND COMMUNITY PARK ACREAGE AND COMPARISON WITH CURRENT STANDARDS Stockton City Limits and Stockton Metropolitan Area						
Park Type	Existing City Parks	Undeveloped City Parks	Existing County Parks	Total Existing and Undeveloped	Need Per Current Standard	Surplus/ (Deficit)
Stockton City Limits						
North (Population 112,700)						
Neighborhood	78.0	21.0	0.0	99.0	112.7	(13.7)
Community	116.0	15.0	0.0	131.0	225.4	(94.4)
Subtotal	194.0	36.0	0.0	230.0	338.1	(108.1)
South (Population 121,300)						
Neighborhood	102.3	11.5	0.0	113.8	121.3	(7.5)
Community	225.0	24.0	0.0	249.0	242.6	6.4
Subtotal	327.3	35.5	0.0	362.8	363.9	(1.1)
Total Citywide (Population 234,000)						
Neighborhood	180.3	32.5	0.0	212.8	234.0	(21.2)
Community	341.0	39.0	0.0	380.0	468.0	(88.0)
Total	521.3	71.5	0.0	592.8	702.0	(109.2)
Metropolitan Stockton						
North (Population 141,000)						
Neighborhood	78.0	21.0	6.0	105.0	141.0	(36.0)
Community	116.0	15.0	0.0	131.0	282.0	(151.0)
Total	194.0	36.0	6.0	236.0	423.0	(187.0)
South (Population 153,000)						
Neighborhood	89.0	11.5	37.5	138.0	153.0	(15.0)
Community	225.0	24.0	33.0	282.0	306.0	(24.0)
Total	314.0	35.5	70.5	420.0	459.0	(39.0)
Total Metropolitan Area (Population 293,000)						
Neighborhood	167.0	32.5	43.5	243.0	294.0	(51.0)
Community	341.0	39.0	33.0	413.0	588.0	(175.0)
Total	508.0	71.5	76.5	656.0	882.0	(226.0)

TABLE 10 NEIGHBORHOOD AND COMMUNITY PARK ACREAGE AND COMPARISON WITH PROPOSED REVISED STANDARDS Stockton City Limits and Stockton Metropolitan Area						
Park Type	Existing City Parks	Undeveloped City Parks	Existing County Parks	Total Existing and Undeveloped	Need Per Proposed Standard	Surplus/ (Deficit)
Stockton City Limits						
North (Population 112,700)						
Neighborhood	78.0	21.0	0.0	99.0	84.5	14.5
Community	116.0	15.0	0.0	131.0	253.6	(122.6)
Subtotal	194.0	36.0	0.0	230.0	338.1	(108.1)
South (Population 121,300)						
Neighborhood	102.3	11.5	0.0	113.8	91.0	22.8
Community	225.0	24.0	0.0	249.0	272.9	(23.9)
Subtotal	327.3	35.5	0.0	362.8	363.9	(1.1)
Total Citywide (Population 234,000)						
Neighborhood	180.3	32.5	0.0	212.8	175.5	37.3
Community	341.0	39.0	0.0	380.0	526.5	(146.5)
Total	521.3	71.5	0.0	592.8	702.0	(109.2)
Metropolitan Stockton						
North (Population 141,000)						
Neighborhood	78.0	21.0	6.0	105.0	105.8	(0.8)
Community	116.0	15.0	0.0	131.0	317.3	(186.3)
Total	194.0	36.0	6.0	236.0	423.0	(187.0)
South (Population 153,000)						
Neighborhood	89.0	11.5	37.5	138.0	114.8	23.3
Community	225.0	24.0	33.0	282.0	344.3	(62.3)
Total	314.0	35.5	70.5	420.0	459.0	(39.0)
Total Metropolitan Area (Population 293,000)						
Neighborhood	167.0	32.5	43.5	243.0	220.5	22.5
Community	341.0	39.0	33.0	413.0	661.5	(248.5)
Total	508.0	71.5	76.5	656.0	882.0	(226.0)

Tables 9 and 10 reveal two principal facts about the City's neighborhood and community parks:

- Within the city limits, the City has a total neighborhood and community parkland deficit of slightly over 109 acres, under both current and proposed standards. For the total Metropolitan Stockton Area, the deficit is 226 acres. The effect of the proposed change in standards would be a more favorable situation with respect to neighborhood park acreage and a greater deficit of community park acreage.

- The park acreage deficit is most pronounced in northern part of the city and the Metropolitan Area overall, primarily as a result of recent development, although other new growth areas of the city (e.g., the Weston area in the south) are lagging in terms of parkland development. This deficit is the result of no significant expansion of the park system as the area's population has grown by 80,000 (or 30 percent) over the last 15 years.

Regional Parks

Table 11 illustrates the existing regional parks that serve the Stockton area and how their combined acreage compares with the City standard, which is same for both the current and proposed standards.

TABLE 11 REGIONAL PARK FACILITIES AND REGIONAL PARK STANDARD COMPARISON	
Park	Acreage
Micke Grove	259
Oak Grove	180
Silver Lake	150*
Sports Center	70
Total Acreage	659
Needed Acreage per Current/Proposed Standard	2,051
(Shortfall)/Overage	(1,392)
*Actual acreage of the camp is 17 acres, however, this number is increased to include surrounding USFS land.	

There are two observations concerning regional parks worth noting:

- There is a significant shortage of regional park facilities.
- Technically, some portions of Louis and Buckley Cove parks could be categorized as regional (i.e. the launching and marina areas which provide access to the river and delta).

Golf Courses

A quantitative analysis of golf courses is presented in Table 12. It shows that the existing courses in Stockton nearly meet the standard of one course for every 40,000 residents, assuming a metropolitan area population of 293,000. As previously discussed, several factors suggest that Stockton may support more than this standard.

TABLE 12 EXISTING GOLF COURSES IN THE STOCKTON AREA AND GOLF STANDARD COMPARISON	
Golf Course	Number of Courses
City Courses	
Swenson Park Golf Course 18 Hole	1.0
Swenson Park Golf Course 9 Hole	0.5
Van Buskirk Park Golf Course	1.0
Subtotal	2.5
Private Courses	
Oakmore Country Club	0.5
Stockton Country Club	1.0
Brookside Country Club	1.0
Elkhorn Country Club	1.0
Subtotal	3.5
Military Courses	
Lyons Golf Course (Navy)*	0.5
Subtotal	0.5
Total	6.5
Current Standard	N/A
Shortfall/Overage	N/A
Proposed Standard (1 course/40,000 residents)	7.3
Shortfall/Overage	(0.8)
*Lyons Golf Course on Rough & Ready Island currently does not allow civilians to play. However, due to the base closure the course will eventually be turned over to the public.	

Community Centers

Table 13 presents a quantitative analysis of community centers. It shows that the city presently is close to meeting the standard of one center per 30,000 residents and would meet it exactly if the four middle schools available were used and if the City built the Panella Center by the time it reached a population of 270,000. The City, however, falls short of meeting the standard of ½ square foot per resident, both currently (with a city population of 234,000) and in the future (at a population 270,000) with the Panella Center. Finally, the city falls short of meeting the 1½-mile service radius standard in the growth areas of the northwest, west, and southwest, as well as in the area immediately north of the downtown area.

TABLE 13 COMPARISON OF EXISTING CENTERS TO PROPOSED STANDARD					
Agency	Standard	Population 234,000		Population 270,000	
		Existing	Standard	With Panella	Standard
City-Owned Only	1/50,000 residents	4.5	4.7	5.5	5.4
All agencies*	1/30,000 residents	8.0	7.9	9.0	9.0
All agencies*	½ sq.ft./ person	104,734	117,000	119,734	135,000
*Includes City, school districts, and County Housing Authority					

QUALITATIVE ANALYSIS

Looking beyond numerical standards and measures, the Consultants evaluated Stockton's park and recreation system in qualitative terms and offer several observations.

- Overall, the quality and maintenance of City parks are very good. The parks are well designed, aesthetically pleasing, well maintained, and assets to their neighborhoods. The 1995 Recreation Needs Survey supports this conclusion, as 90 percent of those surveyed were satisfied with the maintenance of the parks and 47 percent were very satisfied.
- The 11 downtown parks are too small to satisfy significant recreational needs. They are approximately 2.11 acres each and have few facilities. Lack of facilities discourages regular park users and, therefore, creates a vacuum where undesirable activities tend to take place. The parks, however, are significant to the visual qualities of the downtown area. Some of these parks are now heavily used by the Southeast Asian community. This use includes intensive volleyball and picnic use, to the point where portions of the turf are literally wearing out.
- Many programs and facilities are well done, including special facilities in Oak Park such as the tennis complex, ice skating rink, Hebert Baseball Field, group picnic areas, and seniors programs. In addition, Louis Park continues to be a major attraction because of the four-diamond softball complex, Pixie Woods children's fairyland, and regional horseshoe courts complex. City golf facilities at Swenson and Van Buskirk Parks are attractive and Swenson's 18-hole and 9-hole executive courses are popular and receive a high level of play.
- If the current plan to build a private ice skating arena in downtown Stockton becomes a reality, the City will need to decide how to use Oak Park Ice Arena (OPIA) in the future. There are two principal options. The first is to continue to operate the OPIA as an ice skating facility to handle, among other things, the growing interest in youth hockey. The second option is to convert OPIA to a multi-use facility to accommodate such indoor sports as roller blading, basketball, volleyball, and soccer, which would help address the increasing demand for youth, teen, and other Parks and Recreation Department programs.
- There seem to be few problem areas in the City's park system and the City is responding effectively to problems as they arise. The Van Buskirk Golf Course shooting incident has been addressed through increased security patrol, and Gleason Park has been shut down due to nearby criminal activity. All big city park and recreation programs confront the same challenges. The key is that the City of Stockton respond in an appropriate manner to keep the problems from increasing.

ASSESSMENT OF FUTURE DEMAND

As the city continues to grow in population, additional parks will need to be added to the City's current park system to keep up with demand. The City currently has 10 park sites that it anticipates developing over the next 5 to 10 years. These sites are listed in Table 14.

TABLE 14 FUTURE PARK SITES	
Park	Total Acreage
Bear Creek Park	17.0
Blossom Ranch Park	5.0
Duck Creek Neighborhood Park	5.0
La Morada Park	15.0
Misasi Park (Mariposa Park Site)	4.0
Morada Ranch	5.0
Spanos Community & Sports Park	8.5
Spanos Sports Park	45.0
Spanos Neighborhood Park-West	7.0
Weston Ranch Neighborhood Park-South	10.0
William Long Park Expansion	5.0
Total	126.5

Stockton's current (1995) metropolitan population is approximately 293,000. The San Joaquin County Council of Governments (SJCCOG) estimates that the Stockton Metropolitan Area's population will grow by 90,000 to approximately 380,000 in 2010. Using the standard of 3 acres of neighborhood and community parkland per 1,000 population, 270 acres of parkland would need to be developed to meet the needs of these 90,000 new residents. As Table 14 shows, only 126.5 acres of this parkland is currently planned. Therefore, not counting the existing City-owned undeveloped sites, an additional 143.5 acres would need to be planned and developed to meet Stockton's growth to 2010. Of course, this calculation does not consider the existing deficit.

Relative to golf courses, a population increase of 90,000 indicates a need for two to three new courses by 2010, based on the standard of 1 course/40,000 residents. As noted above, however, future demand in Stockton may be higher than suggested by the standard.

FACILITY IMPROVEMENT STRATEGY AND PRIORITIES

FACILITY IMPROVEMENT STRATEGY

Based on the proposed park acreage and facility standards, the Consultants worked with City staff in developing a strategy for the future development of Stockton's system of parks and recreation facilities. The strategy covers acquisition and development of new parks as well as the rehabilitation and improvement of existing units. The overall strategy is presented according to four broad categories of action, as follows:

- Keeping pace with population growth.
- Reducing major areas of deficiencies identified by the standards analysis.
- Rehabilitation and improvement of existing parks/Parklands acquired to reduce deficiencies.
- Encouragement of other agencies and entities to assist in meeting existing and future needs.

Following are brief descriptions of the City's strategy for each of these categories of action.

KEEPING PACE WITH GROWTH

As Stockton grows in population, primarily through new subdivisions, the City will need to acquire and develop additional parks to serve new residents. As a practical matter, acquiring and developing parks is a rather fluid process, with new sites being identified as a part of specific plans or subdivision maps, land either donated or purchased as development occurs, and site development occurring in at least two stages. Table 15 shows future park sites that the City either owns or has identified as needed to serve growth.

TABLE 15 PARK SITES TO SERVE NEW GROWTH December 1995	
City-Owned Sites	Panella Park Addition
	Arnold Rue Park
	Nelson (Brookside) Park
	Paul E. Weston Park
	Misasi Park
	Baxter (Spanos East) Park
	Peri (The Rivers) Park
	Little John Creek Park
	Garrigan Park
Undeveloped/Non-City-Owned Sites	Misasi Park (Mariposa Park Site)
	Baxter Park Expansion
	William Long Park Expansion
	Weston Ranch Neighborhood Park - South
	Spanos Neighborhood Park- West
	Spanos Community and Sports Park
	Morada Ranch
	Duck Creek Neighborhood Park
	La Morada Park
	Bear Creek Park
	Blossom Ranch Park

REDUCING DEFICIENCIES

Comparison of existing park acreage with the proposed standards shows that Stockton has two primary deficiencies: a shortage of community parks, particularly in the northern part of the city, and a shortage of regional parks.

Projects that could reduce or eliminate the community park deficiency include the following:

Anderson Community Park: The existing Anderson Community Park has the potential to be expanded by approximately 5 acres. The park was originally conceived as a combination school/park facility and 20 acres was transferred to the school district for a junior high school. Subsequently, the district opted to build only an elementary school instead, thus not utilizing all the acreage. The City should seek the return of this excess acreage for park expansion.

Spanos Sports Complex: The developers of Spanos Park in the northwestern corner of the city have offered to develop and deed a 45-acre sports complex to the City. This proposed project is included in the development agreement for the area.

Panella Community Park: The existing Panella Community Park is not yet fully developed, with a planned community center yet to be constructed.

The combination of the Anderson, Spanos, and Panella projects would reduce the deficiency for community parks north of the Calaveras River to approximately 55 acres. The City should consider locating another park site, perhaps in the northern part of the city adjacent to the Delta, to further decrease this deficit.

City projects that could reduce the regional park deficiency include:

French Camp Landfill: The City's French Camp Landfill will reach capacity in the next 10 to 15 years. The site has potential to serve as a regional park, since as it is bordered on three sides by waterways and natural vegetation. It is also located adjacent to a freeway interchange, providing convenient access. The natural habitat lands that are adjacent to the site may be available for donation and/or purchase at some point in the future.

Channel Redevelopment: The downtown channel redevelopment project will include many citywide/regional recreation activities woven together by trails and the channel itself. It will also become a gateway to the Delta. Portions of the project will truly become a regional facility and could be counted towards addressing regional deficiencies.

REHABILITATION AND IMPROVEMENT OF EXISTING PARKS

A park system of the age, size, and diversity of Stockton's will always need a certain level of rehabilitation, improvement, and renewal. The Consultants have reviewed and grouped according to priority a list of park rehabilitation and improvement projects compiled by City staff. The list includes the redesign and renewal of all 11 of the downtown parks. These are grouped together since they share many of the same problems and their analysis, program, and development and redesign could be achieved as part of a comprehensive, unified effort. The overall strategy should be to encourage additional positive uses and activities as a way of discouraging anti-social uses and to positively stimulate the neighborhoods that surround them. The specific improvements programmed for existing parks are shown in Table 16 under the subsequent discussion of improvement priorities.

ENCOURAGING OTHERS

For 50 years, the provision of park and recreation services to Stockton has been based on the concept of cooperation and partnerships. Following are descriptions of current opportunities for the City to improve the park system through cooperative arrangements.

San Joaquin County Fairgrounds: The San Joaquin County Fairgrounds have the potential to provide additional year round recreational uses. The City and County should jointly explore these possibilities for sports, a volleyball complex and other regional park type of uses.

Rough and Ready Island: The U.S. Navy is presently working on closing its Rough and Ready Island Facility. Included at the southwest end of the island is a nine-hole golf course that has in the past been used exclusively by military personnel. The City should work with the Navy and the Stockton Port Authority to determine if this course plus sufficient land for an additional 9 holes could be transferred to the City to be operated as a municipal course.

Housing Projects: Several low-cost housing projects have been built in Stockton without contributing to the development of sufficient park, recreation, and open space facilities to serve their residents. The City should ensure that future developments provide adequate park and recreation facilities.

FACILITY IMPROVEMENT PRIORITIES

Following are brief descriptions of the Consultants' recommended priorities for the implementation of the Facility Improvement Strategy.

KEEPING PACE WITH GROWTH

It is appropriate to keep priorities for this action category separate from the others so that keeping pace will not conflict with other needs. Impact fees are being collected during the development process and are allocated according to six facility development zones, allowing priorities to be set for each zone. A portion of the fees is also allocated to a citywide fund, allowing priorities to be established for appropriate city-wide and community park projects.

REDUCING DEFICIENCIES—ACQUISITION

Acquiring lands necessary to meet the current shortfalls in community parks should be the City's highest priority. In pursuing this priority, the City will need to take advantage of special opportunities that present themselves. In particular, the City should pursue two projects: the Spanos Sports Complex and the expansion of Anderson Park. In order to eliminate the entire shortfall, however, additional acreage will be needed. As sites are evaluated, the City should apply the following criteria to determine priorities among potential community park sites:

- Within the area of shortfall (north of Calaveras River)
- Size. At least 30 acres and up to 200+ acres, if available (larger size allows multiple uses and increased flexibility).
- Special character including natural or historic values either within or adjacent. (Native oaks, waterways, historic buildings, interesting contours, etc.)
- Maximum usability (without inhibiting utility easements, flood problems, etc.)
- Access to major or minor arterial streets.
- Accessibility to City's trail system.
- Price/Value. Partial donation or inexpensive price.

The Stockton Metropolitan Area also has a deficiency in regional parkland. The City should consider taking the lead on projects in two areas: the land between Duck Creek and French Camp slough (the French Camp Landfill) and the land surrounding the channel. These are already largely acquired, but additional acquisitions, if available, should have priority the same as acquisition of community park lands to reduce deficiencies. Development of land acquired to reduce deficiencies is addressed below.

REHABILITATION AND IMPROVEMENT OF EXISTING PARKS/ PARKS ACQUIRED TO REDUCE EXISTING DEFICIENCIES

Table 16 reflects a general assessment by City staff of park improvement needs. It is not intended to serve as specific guidelines for future park improvements. The list is preliminary, recognizing that specific improvements need to be evaluated and reassessed as site and social conditions merit.

TABLE 16	
PLANNED FACILITIES IMPROVEMENTS	
Site	Planned Improvements
Downtown Parks/Squares	
Columbus Park	Renovation, including upgrade tot lot, add ½ basketball court.
Constitution Park	Renovation, including add volleyball courts and picnic/barbecue areas related to courts.
Eden Park	Renovation, including create additional showcase features, add tot lot, multi-use court and pathways.
Fremont Park	Renovation, including renovate fountain, create additional showcase features, add children's play and picnic.
Gleason Park	Restore park in conjunction with redevelopment of surrounding community.
Independence Park	Renovation, including add tot lot and volleyball courts and picnic/barbecue areas related to courts.
Lafayette Park	Renovation, including add tot lot equipment.
Liberty Park	Renovation, including add tot lot equipment and picnic facilities.
Martin Luther King Plaza	Complete art work in fountain.
Union Park	Renovation including upgrading tot lot equipment.
Weber Park	Renovation including tree thinning and upgrading tot lot equipment.
Remaining Neighborhood and Community Parks	
Anderson Park	Pool removal and incorporate pool area into park. Incorporate School District property. Additional storage Seifert Center
Atherton Park	Renovate game court facility.
Buckley Cove	Expand boat dock. Parking lot and fence improvement. Increase wildlife habitat restoration. Restaurant lease (new land acquisition).
Friedberger Park	Give to Stockton Unified School District.
Gibbons Park	New tot lot.
Grupe Park	"Phase two" tot lot construction. North end- Abandon parking lot and incorporate area into park.
Harrell Park	Renovate existing game court facility. Upgrade tot lot.
Holiday Park	Upgrade tot lot.
Laughlin Park	Increase lighting.
Legion Park	Upgrade tot lot Game lot.

Site	Planned Improvements
Loch Lomond Park	Renovate game courts. Upgrade tot lot.
Louis Park	Fence around entire park. Renovate and expand boat launching facilities. Charge for park and boat ramps. Improve security. Lighting Renovate storage shack. Renovate softball diamonds/ASA regulations. Renovate softball complex building (upstairs and downstairs). Enclose main softball entrance walkway. Shade dugout and grandstand areas. New tot lot area adjacent to softball complex. Install scoreboards with clock. Renovate horseshoe court complex.
Pixie Woods	Install wrought iron fence around Pixie Woods. Upgrade electrical- additional lighting. Dredge lagoon. Parking lot resurfacing. Renovate carousel. Animal cage security. Renovate Indian community, boat, pirate ship. Redesign spray fountain in lagoon. Add concession rides.
McKinley Park	Replace ball diamond fencing/increase height (east diamond). Renovate lighting. Renovate pool and pool facilities. McKinley Center Renovate and expand center. Install scoreboard in gym. Increase seating in gym. Enclose courtyard. Additional storage. McKinley Pool Renovate pool and pool facilities. Increase chain link fence height to six feet on south side.
McLeod Lake	Upgrade fountain. Continue north seawall pedestrian promenade. Incorporate Weber Point into park site.
Morelli Park	Acquire Morelli Park and adjacent land from state. Expand and improve boat launching. Overnight camping. Toll gate/security.
Oak Park	Renovate group picnic areas. Add restrooms. Oak Park Softball Renovate diamonds/ASA regulation. Increase fence height around diamond. Renovate score shack and bleacher area. Scoreboards with clock. Security lighting parking lot. Oak Park Seniors Wing addition. Increase parking. Oak Park Ice Arena Upgrade locker rooms. Add bleachers. Restrooms in Admiral Room. Renovate for roller blading other uses. Oak Park Pool Renovate pool and pool facilities; add concession facility.

Site	Planned Improvements
Panella Park	Community Center Indoor pool Soccer fields Track
Peterson Park	Upgrade tot lot
Sandman Park	Increase height of fence Renovate lighting
Sherwood Park	Renovate parking lot Upgrade tot lot
Sousa Park & Pool	Renovate pool facilities Upgrade tot lot Group picnic area
Stribley Park	Upgrade tot lot Upgrade ball diamond lighting Group picnic area Stribley Center Renovate and expand center Additional storage
Swenson Park	Upgrade group picnic area/add restrooms Upgrade tot lot Swenson Golf Course Renovate walkways
Van Buskirk Park	Upgrade parking lot Renovate softball lighting Fence soccer area Restrooms- soccer area Increase seating capacity- soccer area Lighting in soccer area Van Buskirk Center Renovate and expand center- add gym with seating Additional storage Van Buskirk Golf Course Renovate walkways
Victory Park	Add maintenance building restroom Renovate pool facilities Renovate game courts Add concession stand Increase lighting
Weberstown Park East	Upgrade tot lot
Weberstown Park West	Upgrade tot lot
Williams Brotherhood Park	Incorporate street area into park

The City needs to establish priorities for future improvements, such as those listed in Table 16 and those necessary to address existing parkland acreage deficiencies. The Consultants recommend that the City establish four priority levels, as shown in Table 17, against which these projects would be measured.

TABLE 17	
PRIORITY CATEGORIES	
Priority I	Meeting legal requirements, principally ADA (Americans with Disabilities Act) requirements for playgrounds, etc.
Priority II	- Safety and security improvements and/or rehabilitations. - Improvements and/or rehabilitations that create positive use patterns and discourage anti-social activities within parks. - Improvements that will result in revenue enhancement or operation cost reduction. - Requirements by athletic leagues in order to continue programs.
Priority III	- Minor improvements which add an important missing element to an existing unit. - Ongoing rehabilitation and major maintenance to maintain quality of parks system.
Priority IV	- Major improvements (i.e. community center) which add an important missing element to an existing unit. - Non-urgent, but desirable improvements. - Facility expansion (additional courts or fields) at an existing unit. - Development to reduce existing deficiencies.

ENCOURAGING OTHER AGENCIES AND ENTITIES TO ACT

Activities in this category may or may not involve any direct City funding, but are nevertheless important components in the overall park and recreation mix for the Stockton metropolitan area in the future. They are also distinguished from other activities since they are largely opportunity-driven. The City should, on an ongoing basis, be alert to such opportunities and pursue partnership projects. These cooperative efforts might include the following:

- Encouraging and working with the school districts to make their existing and future facilities more useable or aesthetically pleasing.
- Working with the Stockton Port Authority to obtain the golf course on Rough and Ready Island when surplused by the Navy.
- Encouraging the County to make the fairgrounds more usable on a year round basis for sports activities and other regional park-like activities.
- Working with the Department of Fish and Game and others in establishing habitat/regional park-type at the edge of the city in the Delta.
- Working with the schools and justice system on cooperative programs related to juvenile diversion.

FINANCING CONSIDERATIONS

BACKGROUND

The City of Stockton's Parks and Recreation Department has been successful in securing funds to maintain and expand its facilities at levels that have satisfied the city's park users. Citywide, the park system relies principally on development impact fees (and in kind dedications), recreation facility user fees, the City general fund, a small sales tax apportionment, and, occasionally, limited financial assistance from grants.

The City's existing development impact fees and development agreements produce revenues at levels appropriate for both acquisition and development of neighborhood and community parks to serve new populations. Dividing this into both citywide and specific zones funds provides the City with the flexibility to meet both needs. Some modification to the balance between these two may be in order due to the proposed standard revision.

In recent years, the City has allocated General Fund revenues to the Parks and Recreation Department in excess of \$8.0 million. This level appears adequate for maintaining the status quo. It does not appear likely, however, that the General Fund allocation can be increased, and so new revenue sources must be found to:

- Keep its park system expanding to keep pace with future growth,
- Continue to assure park user satisfaction,
- Improve the maintenance of its existing street trees, and
- Rehabilitate and develop park and recreation facilities.

KEEPING PACE WITH FUTURE GROWTH

To keep pace with future growth and changing recreational preferences by acquiring additional parks and developing new facilities, the City will continue to rely primarily on development impact fees and dedications of land and facilities through development agreements.

In limited instances some of these revenues may be used to finance development of new facilities at existing parks that serve some of the new residents from the new developments.

REDUCING DEFICIENCIES

Development impact fees and dedications of land and facilities through development agreements will also continue to be the principal means of financing the acquisition of new community parks and facilities and the development of existing parks to reduce existing deficiencies. Greater use of these fees and dedications for regional facilities—particularly open-space areas and habitat areas that adjoin development or could serve as a mitigation bank for development—should be considered.

Reducing existing deficiencies in the city park system does involve some additional financing strategies that should be considered to supplement existing financing sources.

Each supplemental financing strategy, and one or more examples of the particular park or facility to which it might apply, is separately discussed in the following sections. These strategies are also summarized in Table 18.

SURPLUS PUBLIC PROPERTY

The potential availability of property currently owned by other public agencies may make it possible to expand the city park system on favorable terms. Some of these properties are appropriately situated from the standpoint of reducing deficiencies in existing community parks. A specific opportunity that may merit further investigation is the golf course at the east end of Rough and Ready Island. It may be that the Port of Stockton, if it acquires Rough and Ready Island from the U.S. Navy, would prefer not to assume responsibility for operating the golf course. If this is the case, it may be possible for the Port to transfer the golf course to the city park system at no cost or to lease or otherwise provide for the city park system to operate the golf course as a fully public facility.

ENVIRONMENTAL MITIGATION

Acquiring new regional parks, open-space areas, and habitat conservation areas may be facilitated by environmental mitigation of a public or private project undertaken elsewhere, such as in the nearby Delta or in riparian corridors entering Stockton from the east. Also, federal and state efforts, which are currently getting under way, to enhance and restore natural resources in the Delta may involve creating new funding sources or redirecting existing funds that could be used to acquire and manage land and water areas close to Stockton. The City may wish to use some its habitat impact fees or park fees, or both, to add to and direct these mitigation actions, allowing for appropriate low-impact recreational activities and cooperative management as part of the city park system.

FINANCIAL GRANTS

Because the few remaining local assistance grant programs involve relatively small amounts of money and are intensely competed for (because so few grant programs remain), funding from these sources is uncertain and should not be relied on as part of a strategy for addressing deficiencies in the existing city park system.

For example, the Environmental Enhancement and Mitigation Program administered by the State Resources Agency and the California Transportation Commission, provides local assistance grants for enhanced mitigation of transportation projects, but eligibility is based on fairly strict requirements regarding the relationship of the transportation project and the mitigation project.

Local assistance grant programs for parks formerly funded from sources such as statewide park and wildlife bond measures and the federal Land and Water Conservation Fund are, for all practical purposes, terminated. The outlook for the voters approving new statewide bond measures or the resumption of federal spending at former levels is very discouraging, and will probably remain so for at least the remainder of this decade.

Some limited grant funds are available for acquisition of wetlands habitats, for boating and waterways improvements, and cooperative juvenile diversion/recreation programs. Local revenues are, however, essentially the only source of funding presently obtainable for parkland acquisition, recreation improvements, facility expansion, and maintenance of facilities.

In general, if staff time is available (or volunteers can be found) to prepare applications, grant funding should be sought, but any grant funds obtained should be used only to supplement funding from other sources. The availability of grant financing should be actively monitored, through maintaining contacts in the park and recreation network, the Legislative and Congressional delegations from the area, etc.

BENEFIT ASSESSMENTS

The augmented revenue source that may have the greatest potential for making significant progress in addressing existing deficiencies in community parks, park facilities, and park maintenance and operations is the benefit assessment.

The City has had generally positive reactions from the public to neighborhood-scale benefit assessment districts that were recently formed in the still-developing areas on the perimeter of the City. Low annual assessments (\$2 a month/parcel) and effective advocacy by City staff have been primarily responsible for generating the support within the neighborhoods where these have been created.

Continuing such benefit assessment districts in newly developing areas of the City would allow growth of the park system to meet future needs without affecting the existing General Fund allocation. In addition, extending benefit assessments into the other, older areas of Stockton should be considered as a means of addressing deficiencies in parks and facilities in those areas.

The existing benefit assessment districts could be merged into a new city-wide benefit assessment district that is coterminous with the City's external boundaries. This approach will generate additional revenue needed for enhancing maintenance levels in existing parks or providing maintenance funds for new parks, replacing or expanding facilities, providing new facilities in deficient areas, and maintaining street trees on a more frequent cycle. By spreading benefits more broadly throughout the City, a city-wide benefit assessment would be more equitable. This approach could also be expandable, if desired, to assist in meeting the facility and programming needs of adjacent unincorporated areas and islands.

REDEVELOPMENT PROJECTS

Although only relatively modest funding might become available from this source, existing redevelopment projects in the downtown area should be examined for their potential to provide funds to rehabilitate downtown parks. There may also be an opportunity to use tax-increment financing for reducing deficiencies in existing park facilities in other areas.

COOPERATION AND PARTNERSHIPS

INTERGOVERNMENTAL

The principal opportunities for intergovernmental cooperation and inter-agency partnerships include:

- Obtaining financial grants;
- Acquiring or obtaining the use of surplus public property from other public agencies;
- Selecting mitigation sites that not only mitigate for the affected project but also constitute a place for appropriate recreation or preservation of open-space that complements the city park system; and
- Cooperating with the Stockton Redevelopment Agency.

PUBLIC-PRIVATE

The principal opportunities for cooperation between public agencies and private entities include:

- Residential development;
- Commercial development, especially in currently blighted areas; and
- Mitigation banking.

TABLE 18

PARK FUNDING SOURCES AND OBJECTIVES

	Existing Development Impact Fees	Future Development Impact Fees	Habitat Mitigation Fee	Development Agreements	Financial Grants	Surplus Public Property	Environmental Mitigation for Public or Private Projects	Redevelop- ment Agency	General Fund	Existing Neighborhood Assessment Districts	Citywide (or Additional Neighborhood Assessment District(s))
Acquisition of new neighborhood and community parks—to keep pace with future growth		●		●							
Development of new park facilities—to keep pace with future growth		●		●							
Acquisition of new community parks—to reduce existing deficiencies	●			●		■					
Development of new park facilities—to reduce existing deficiencies	●			●	■			■			■
New community centers	●	●			■	■			■		■
Acquisition of new regional parks, golf courses, open-space areas, and habitat areas	●	●	●	■	■	■	■				
Minor improvements at existing parks, safety, rehabilitation, ADA compliance					■				●		■
Mid-range to significant rehabilitation and facility improvement at existing parks	●				■			■	■		■
Street tree maintenance— increased frequency									■		■
Recreation program enhancements					● / ■				● / ■		
Operation and maintenance for existing parks									●		
Operation and maintenance for new parks in expanding neighborhoods									■	●	■

● denotes existing funding sources currently used for Stockton city park projects and recreation programs.

■ denotes potential supplemental funding sources that could be used for Stockton city park projects and recreation programs.

Shaded boxes denote priority projects and programs.

PART II: DRAFT PARKS AND RECREATION ELEMENT

General Plan Background Report Chapter Revisions

Chapter IV: Population

Chapter VII: Public Facilities and Services (Parks and Recreation)

Draft Policy Document Revisions

DRAFT REVISED
CITY OF STOCKTON GENERAL PLAN BACKGROUND REPORT

CHAPTER IV

POPULATION

INTRODUCTION

Effective planning for land use, housing, public facilities, open space, and safety requires a clear understanding of who lives in the community, how the population has changed over time, and how it is expected to change in the future. This chapter reviews historical population trends, current demographic data, and population projections for Stockton. Most of the information contained in this chapter is taken from the 1990 Census, Summary Tape File 1 (STF-1).

HISTORICAL POPULATION GROWTH

When the City of Stockton incorporated in 1850, it had approximately 5,000 residents. By 1900, the city's population had grown to 17,500 and by 1930 it had reached 47,960, nearly half of the county's total population of 105,940. San Joaquin County continued to experience moderate population growth after 1930, with the population of the unincorporated area growing faster than that of Stockton. From a high in 1930 of 45.3 percent, the city's percentage of county population dipped to a low of 34.5 percent in 1960. Between 1960 and 1970, the metropolitan area's population grew at an average annual rate of 1.3 percent. Between 1970 and 1980, the city grew at an annual average of 3.9 percent. Between 1980 and 1990, the city grew at an annual average growth rate of 4.1 percent. By the beginning of 1995, Stockton's share of the county's population had grown to 44.1 percent, with the city's population standing at approximately 234,000 of the county total of 530,725. Table IV-1 shows population growth from 1930 to 1995.

TABLE IV-1
HISTORIC POPULATION CHANGE
City of Stockton, Metropolitan Stockton, and San Joaquin County
1930 - 1995

Date	City of Stockton	Average Annual Change	Metropolitan Stockton	Average Annual Change	San Joaquin County	Average Annual Change	Stockton as Percent of County
1930	47,960		N/A		105,940		45.3%
1940	54,715	1.4%	N/A		134,205	2.7%	40.8%
1950	70,855	3.0%	112,835		200,750	5.0%	35.3%
1960	86,320	2.2%	155,220	3.8%	249,990	2.5%	34.5%
1970	107,645	2.5%	175,510	1.3%	291,015	1.6%	37.0%
1980	149,780	3.9%	205,390	1.7%	347,340	1.9%	43.1%
1990	210,943	4.1%	269,622	3.1%	480,628	3.8%	43.9%
1991	214,492	1.7%	N/A		490,276	2.0%	43.7%
1992	221,585	3.3%	N/A		502,031	2.4%	44.1%
1993	226,255	2.1%	N/A		514,505	2.5%	44.0%
1994	228,733	1.1%	N/A		521,481	1.4%	43.9%
1995	234,009	2.3%	N/A		530,725	1.8%	44.1%

Sources: U.S. Census Bureau, 1990; California Dept. of Finance, 1991 to 1995.

Over the years, Stockton has grown primarily to the north. In 1960, only 26 percent of Stockton's Metropolitan Area population (22,805 persons) resided in the area north of the Calaveras River (Subarea A). By 1990, the population of Subarea A increased to 47.9 percent (129,064 persons) of the total. The other four subareas (B, C, D₁, and D₂) have decreased in population over this same period, suggesting that people are migrating to the north area away from the other subareas. These moves, coupled with natural increase and new in-migration account for the rapid growth of Subarea A. The population of Subarea D₁ grew slightly from its 1980 population percentage of 2.3 to 1990's 2.5 percent, indicating some recent growth in Downtown. Subarea B's share of the population showed the most significant reduction in population share from 1960 to 1990, dropping from 40.7 percent to 23.6 percent of the total population. Figure IV-1 shows subareas A, B, C, D₁, and D₂. Table IV-2 shows the population changes by subarea from 1960 to 1990.

TABLE IV-2
POPULATION CHANGES BY SUBAREA
Metropolitan Stockton
1960 - 1990

Subarea	1960		1970		1980		1990	
	Number	% Total	Number	% Total	Number	% Total	Number	% Total
A	22,805	14.7%	42,978	24.5%	86,631	42.2%	129,064	47.9%
B	63,168	40.7%	63,658	36.3%	56,213	27.4%	63,527	23.6%
C	15,007	9.7%	16,967	9.7%	16,112	7.8%	18,196	6.7%
D ₁	7,980	5.1%	6,008	3.4%	4,833	2.4%	6,765	2.5%
D ₂	46,261	29.8%	45,954	26.2%	41,600	20.3%	52,070	19.3%
Total	155,221	100.0%	175,565	100.0%	205,389	100.0%	269,622	100.0%

Sources: U.S. Census Bureau, 1990

POPULATION PROJECTIONS

Projections of population and employment growth form the basis for almost all planning activities. Community planning is, therefore, most effective when growth is accurately projected or anticipated by local decision makers.

The recent population growth resulting from Bay Area commuters is a major factor in determining population projections for San Joaquin County and other Central Valley counties. Immigration from the Bay Area makes accurate population projections difficult. The force behind this phenomenon has been the high cost of housing in the Bay Area coupled with a strong market for jobs in that region. Since 1973, home prices in the Bay Area have risen faster than the national average to a point that they are twice that of Stockton's. Rising home prices have prompted many families to move from the Bay Area to inland areas where housing is cheaper. This has become increasingly so in San Joaquin County, particularly in those communities with the greatest access to the Bay Area (e.g., Tracy, Manteca, Lathrop, and to a lesser extent, Ripon).

Stockton's population projections historically have been based on the estimated strength of Stockton's economy. That is, if Stockton's economic base remained reasonably sound, one could expect a certain number of jobs with the corresponding increases in population and housing units. Another factor that now must be considered is the strength of outside economies, primarily those of Contra Costa and Alameda Counties. In the past, Stockton's economy, while not isolated, could function with relative independence of neighboring markets. The connection of at least part of Stockton's work force to the much larger, diverse, and more complex economic structure in the Bay Area increases the difficulty of projecting growth accurately.

As Bay Area commuting becomes more widespread, the south county communities of Lathrop, Manteca, Ripon, and Tracy will likely absorb most of these new residents. As the infrastructure improvements necessary to accommodate population growth are completed in those communities, this trend is expected to accelerate.

The process of preparing projections for Stockton has been further complicated by the need to account for the effect of growth control measures in surrounding communities. Smaller communities are more acutely affected by population increases than larger cities, which have greater capacity to absorb these changes without noticeable impacts on lifestyles. Rapid growth in small communities often leads to congestion of rural roads, overcrowding of schools, and increases in crime rates. When this happens, residents concerned with the loss of small town character often demand development controls, (e.g., growth boundaries to encourage infill or limitations on the number of building permits approved annually by the community). Whatever form these controls take, if they limit the rate of growth below market demand surrounding communities without such controls are affected.

The effect of growth control measures in surrounding communities on Stockton is uncertain. The most recent San Joaquin County Council of Government's (SJCCOG) projections (September 1995) indicate the four south county communities (i.e., Lathrop, Manteca, Ripon, and Tracy) will continue to accommodate additional growth. Manteca and Ripon have already imposed limits and as a result some Bay Area commuters might be diverted to other communities, with Stockton as a logical choice.

The SJCCOG projects that the Stockton Metropolitan Area, including adjacent unincorporated areas, will reach a population of approximately 378,000 by 2010 and 443,000 by 2020. The most recent SJCCOG projections (September 1995) are shown in Table IV-3. Figure IV-2 shows the planning areas that SJCCOG uses in its forecasts. Stockton's Planning Area is almost identical to the City's General Plan Planning Area and the Metropolitan Stockton, as reported in 1990 Census tabulations.

TABLE IV-3 SJCCOG PROJECTIONS Metropolitan Stockton and San Joaquin County Planning Areas 1990, 2010 and 2020								
Planning Area	1990		2010			2020		
	Population	% of County	Population	% of County	Avg Change 1990 to 2010	Population	% of County	Avg Change 2010 to 2020
Stockton*	263,477	56.7%	377,635	49.8%	2.2%	442,674	47.1%	1.7%
Delta	1,597	0.3%	1,517	0.2%	-0.3%	1,394	0.1%	-0.8%
Escalon	9,775	2.1%	13,880	1.8%	2.1%	16,461	1.8%	1.9%
Lathrop	7,958	1.7%	23,713	3.1%	9.9%	38,798	4.1%	6.4%
Linden	4,292	0.9%	6,661	0.9%	2.8%	8,007	0.9%	2.0%
Lockeford	8,996	1.9%	10,888	1.4%	1.1%	13,028	1.4%	2.0%
Lodi	64,505	13.9%	85,206	11.2%	1.6%	101,711	10.8%	1.9%
Manteca	49,530	10.7%	85,767	11.3%	3.7%	109,381	11.6%	2.8%
Ripon	9,993	2.1%	15,736	2.1%	2.9%	19,023	2.0%	2.1%
Thornton	2,524	0.5%	3,909	0.5%	2.7%	3,317	0.4%	-1.5%
Tracy	42,405	9.1%	133,891	17.6%	10.8%	186,276	19.8%	3.9%
Total	465,052	100.0%	758,803	100.0%	3.2%	940,070	100.0%	2.4%
*SJCCOG's 1990 population is lower than the 1990 Census tabulation due to slight difference in geographic coverage.								
Source: San Joaquin County Council of Governments, September 1995								



FIGURE IV-2
SJCCOG PLANNING AREAS



POPULATION CHARACTERISTICS

Age Distribution

Age structure is a particularly important planning consideration because different age segments of the population require different kinds of services. A younger population, for instance, will likely demand more opportunities for active recreation, whereas an older population will likely call for more passive recreational facilities. Different age groups also require different consideration when it comes to housing. An older population generally will have less need for large housing units than a population with a large number of residents of child-bearing age will need.

The changes in age distribution over the last thirty years reflect a large immigration of younger people into Stockton. The greatest increase occurred in the age 30 to 44 category, reaching 22.7 percent of the total population in Stockton, compared to 18.5 percent in 1980. The next greatest increase occurred in the age 0 to 4 years category, which constituted 9.1 percent in 1990, increasing from 8.1 percent in 1980.

Table IV-4 shows the age distribution for 1990 by subarea for the city of Stockton. This comparison shows the greatest number of children reside in Subarea D₂ (South Stockton) and the greatest number of elderly persons reside in Subarea B (North Central Stockton). Age distribution in the remaining two categories is fairly even across subareas.

TABLE IV-4
AGE DISTRIBUTION
Metropolitan Stockton by Subarea
1990

Age Group	SUBAREA											
	A		B		C		D ₁		D ₂		Total	
	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total
4 and under	11,670	9.0%	5,507	8.7%	1,436	7.9%	707	10.5%	5,176	10.1%	24,496	9.1%
5 to 9	12,490	9.7%	4,991	7.9%	1,450	7.9%	532	7.9%	5,437	10.5%	24,900	9.3%
10 to 14	10,625	8.2%	3,937	6.2%	1,409	7.9%	389	5.8%	4,765	9.2%	21,125	7.8%
15 to 19	9,583	7.4%	4,349	6.8%	1,238	7.1%	416	6.1%	4,448	8.5%	20,034	7.4%
20 to 24	9,429	7.3%	5,326	8.4%	1,183	6.5%	570	8.4%	4,427	8.5%	20,935	7.8%
25 to 29	10,039	7.8%	5,497	8.7%	1,422	8.0%	598	8.8%	4,413	8.4%	21,969	8.2%
30 to 34	10,670	8.3%	5,351	8.4%	1,389	7.6%	563	8.3%	4,172	8.0%	22,145	8.2%
35 to 39	10,384	8.0%	4,815	7.6%	1,380	7.5%	439	6.5%	3,620	6.9%	20,638	7.7%
40 to 44	9,946	7.7%	3,950	6.2%	1,241	6.9%	404	6.0%	2,797	5.4%	18,338	6.8%
45 to 49	7,249	5.6%	3,055	4.8%	989	5.3%	302	4.5%	2,187	4.2%	13,782	5.1%
50 to 54	5,298	4.1%	2,407	3.8%	902	4.8%	274	4.1%	1,942	3.7%	10,823	4.0%
55 to 59	4,609	3.6%	2,213	3.5%	887	4.7%	278	4.1%	1,748	3.3%	9,735	3.6%
60 to 64	4,640	3.6%	2,513	4.0%	865	4.6%	349	5.2%	1,919	3.7%	10,286	3.8%
65 and over	12,432	9.6%	9,616	15.1%	2,405	13.3%	944	14.0%	5,019	9.6%	30,416	11.3%
Total	129,064	100.0%	63,527	100.0%	18,196	100.0%	6,765	100.0%	52,070	100.0%	269,622	100.0%

Source: U.S. Census Bureau, 1990.

Ethnic Composition

A majority of the residents of the Stockton Metropolitan Area belong to a minority group. As Table IV-5 shows, in 1990, Black residents represented 7.8 percent of the total population, Asians represented 17.8 percent, and those of Hispanic origin represented 25.3 percent. Stockton's Asian population is roughly twice the county percentage (11.6 percent) and the state percentage (9.1 percent).

Southeast Asian immigrants (Vietnamese, Cambodians, and Laotians) account for the highest rates of growth in Stockton in the last 20 years. Nationally, the influx of Southeast Asian immigrants began in the mid-1970s, but it did not significantly affect the Stockton area until the early 1980s. The primary wave began when the United States began accepting political refugees from the war in Southeast Asia. The federal government distributed the primary wave of refugees throughout the country to prevent impacting any one region. In the early 1980s, a secondary migration took place in which the refugees settled in areas of their own choice. Many reasons dictated their geographic choice, including attachments to relatives and financial considerations. The primary destination point of the second wave was California, with Los Angeles and Orange Counties, San Jose, and the Central Valley were major resettlement destinations. Table IV-5 shows the 1990 ethnic distribution for Metropolitan Stockton, San Joaquin County, and California.

TABLE IV-5
ETHNIC COMPOSITION
Metropolitan Stockton, San Joaquin County, and California
1990

Ethnicity	City of Stockton	% of Total	San Joaquin County	% of Total	California	% of Total
White	129,698	48.1%	282,766	58.8%	17,029,126	57.2%
Black	20,960	7.8%	24,791	5.2%	2,092,446	7.0%
Amer. Indian, Eskimo, Aleut	2,142	0.8%	3,807	0.8%	184,065	0.6%
Asian and Pacific Islander	48,046	17.8%	55,774	11.6%	2,710,353	9.1%
Other	557	0.2%	817	0.2%	56,093	0.2%
Hispanic*	68,219	25.3%	112,673	23.4%	7,687,938	25.8%
Total	269,622	100.0%	480,628	100.0%	29,760,021	100.0%

*Persons of Hispanic origin are deducted for each race category and shown separately as Hispanic.

Source: U.S. Census Bureau, 1990.

The immigration of Southeast Asians increased service requests from governmental and human care agencies, and led to increased competition for low-income housing. This is illustrated by the increases in enrollment in Stockton's school districts. The district with the largest number of Stockton's students, Stockton Unified School District (SUSD), had been experiencing declining enrollments throughout the 1970s. In 1970, the District had an enrollment of 31,285 students, but by 1980 this number declined to 21,959 students. Since then, rapid enrollment growth occurred; in 1985 SUSD declared a state of impaction and began collecting impact fees on new dwelling units. The increased enrollment has been attributed by school officials almost exclusively to the new refugees.

As shown in Table IV-6, the ethnic distribution within the Stockton area varies between each subarea. Subarea A is predominately white (57.0 percent), but has a significant number of Asians (21.8 percent) and Hispanics (14.1 percent). Subarea B is also predominately white (57.8 percent) with the next largest group being Hispanic (25.3 percent). Subarea C is also predominately white (67.2 percent) with the next largest

group being Hispanic (26.4 percent). Subarea D₁ (Downtown) is predominately Hispanic (42.0 percent) with the next largest group being Asian (30.4 percent). Subarea D₂ is predominately Spanish (50.6 percent) with Asian and Black populations (18.2 and 18.5 percent, respectively) the next largest groups.

TABLE IV-6

**ETHNIC COMPOSITION
Metropolitan Stockton by Subarea
1990**

ETHNICITY	SUBAREA											
	A		B		C		D ₁		D ₂		Total	
	Pop.	% of Total	Pop.	% of Total	Pop.	% of Total	Pop.	% of Total	Pop.	% of Total	Pop.	% of Total
White	73,611	57.0%	36,712	57.8%	12,222	67.2%	1,064	15.7%	6,089	11.7%	129,698	48.1%
Black	8,193	6.3%	2,233	3.5%	180	1.0%	727	10.7%	9,627	18.5%	20,960	7.8%
Amer. Indian, Eskimo, Aleut	790	0.6%	684	1.1%	256	1.4%	53	0.8%	359	0.7%	2,142	0.8%
Asian and Pacific Islander	28,094	21.8%	7,699	12.1%	706	3.9%	2,057	30.4%	9,490	18.2%	48,046	17.8%
Other	228	0.2%	112	0.2%	29	0.2%	26	0.4%	162	0.3%	557	0.2%
Hispanic*	18,148	14.1%	16,087	25.3%	4,803	26.4%	2,838	42.0%	26,343	50.6%	68,219	25.3%
Total	129,064	100.0%	63,527	100.0%	18,196	100.0%	6,765	100.0%	52,070	100.0%	269,622	100.0%

*Persons of Hispanic origin have been deducted from each race category and shown separately as Hispanic.

Source: U.S. Census Bureau, 1990.

Household and Family Composition

Table IV-7 provides a comparison of family composition in Stockton, San Joaquin County, and California based on the 1990 U.S. Census. As the table shows, Stockton has a higher percentage of married couples with children than the state, but a lower percentage than San Joaquin County. Stockton contains a higher percentage of single females with children (11.2 percent) than either the county (2.7 percent) or the state (7.6 percent).

TABLE IV-7

**HOUSEHOLD COMPOSITION
City of Stockton, San Joaquin County, and California
1990**

Family Type	Stockton		San Joaquin County		California	
	Total	% of Total	Total	% of Total	Total	% of Total
Married Couple w/Children	19,580	28.5%	47,601	30.1%	2,791,452	26.9%
Married Couple w/o Children	15,017	21.8%	41,802	26.4%	2,678,070	25.8%
Female Head of HH w/Children	7,684	11.2%	14,010	8.9%	784,315	7.6%
Female Head of HH w/o Children	2,974	4.3%	3,140	2.0%	407,865	3.9%
Male Head of HH w/Children	1,933	2.8%	4,233	2.7%	252,314	2.4%
Male Head of HH w/o Children	1,430	2.1%	6,092	3.9%	225,378	2.2%
Non-Family Households	4,068	6.0%	8,218	5.2%	811,945	7.8%
Single Person Households						
Female	9,133	13.3%	18,795	11.9%	1,359,837	13.1%
Male	6,975	10.1%	14,265	9.0%	1,070,030	10.3%
Total	68,794	100.1%	158,156	100.1%	10,381,206	100.0%

Source: U.S. Census Bureau, 1990.

CONCLUSION

Historically, Stockton has been the center of growth in San Joaquin County. In 1990, the city of Stockton represented 44 percent of the total county population, and population projections show that the city's population will increase by more than one third by the year 2010. Over the last decade, Stockton's population became more ethnically diverse and younger. Between 1980 and 1990, Stockton became a city where a majority of residents were ethnic minorities and where the greatest population growth occurred in the age category 30 to 44 (23.3 percent). Along with shifts in demographics, the city's population distribution has shifted, with the 1990 population distributed roughly evenly between north and south of the Calaveras River; in 1960, only 26 percent of the city's residents lived north of the river.

DRAFT REVISED
CITY OF STOCKTON GENERAL PLAN BACKGROUND REPORT

CHAPTER VII

PUBLIC FACILITIES AND SERVICES
(Parks and Recreation Excerpt)

PARKS AND RECREATION

Meeting the recreational needs and desires of the current and future population of the Stockton area is a responsibility of both the public and private sectors. The public sector typically addresses recreational needs through public parks with their various facilities (e.g., play equipment, ball fields and courts, swimming pools, passive play and picnic areas) and through a variety of organized recreational programs, instructional programs, and special events conducted at neighborhood and community centers. The private sector addresses recreational demand through the development of bowling alleys, roller skating rinks, movie theaters, private recreation and swimming pool associations, arcade centers, and a variety of other businesses serving leisure demands. The following discussion focuses on recreational programs and facilities provided by the public sector.

STOCKTON PARKS AND RECREATION COMMISSION

The Stockton Parks and Recreation Commission is a seven-member multi-agency commission that is responsible for providing quality recreation facilities and programs for the citizens of the entire Stockton metropolitan area. The Commission, which was originally formed in 1945, is funded by the City of Stockton with assistance from San Joaquin County, the Stockton and Lincoln Unified School Districts. It serves in an advisory capacity to these agencies in the administration of parks and recreation programs, budgets, and capital improvements programs. The Commission is specifically charged with focusing on providing services to entire Stockton metropolitan area, rather looking at the individual needs of the parent bodies.

CITY OF STOCKTON PARKS AND RECREATION DEPARTMENT

The mission of the City's Parks and Recreation Department is to plan, develop, and implement leisure time program opportunities and facilities that will meet the needs of the Stockton community, both currently and into the future. In providing these services, the Department is charged with providing equal opportunity for personal fulfillment, human relations, health and fitness, creative expression, and protection of Stockton's environmental and open space resources. In addition to planning, developing, programming, operating, and maintaining all of the City's parks and recreation facilities and programs, the Department is responsible for the City's street tree program.

PARK TYPES AND STANDARDS

Types

The following paragraphs describe the general characteristics of neighborhood, community, and regional parks. *(THE FOLLOWING DISCUSSION ASSUMES CITY ADOPTION OF RECOMMENDED STANDARDS AND POLICIES).*

Neighborhood Parks: Neighborhood parks fulfill intense recreation needs by providing playing fields and courts, picnic facilities, and playground apparatus. The optimum site for a neighborhood park is in the

center of a neighborhood within a safe walking or bicycling distance of neighborhood residents. Neighborhood parks are characterized by the following features:

- Service area radius of one-half mile
- Service area population of 1,000 residents
- Five to ten acres in size
- Potential joint-use with school

Community Parks: Community parks represent the nucleus of the park system. They typically serve several neighborhoods and provide opportunities for the entire community to congregate. Community parks are characterized by the following features:

- 10 to 30 acres in size
- Service area radius of one mile to citywide
- Service area population of 7,500 to 15,000
- Facilities may include all of those found in neighborhood parks as well as special facilities serving larger segments of the population or the entire community (e.g., gymnasiums, lighted fields and courts, community centers suitable for recreation programs catering to specific groups such as seniors or youth).

Regional Parks: Regional parks are developed to serve residents of the entire region as well as visitors. They provide as many diverse recreational activities as possible. They are often oriented around unique natural or cultural resources such as rivers, lakes, or historic features. Regional parks are characterized by the following features:

- 30 acres or greater in size
- Developed for various types of recreational travel, such as hiking, biking, or horseback riding.
- May include active play areas similar to those in neighborhood and community parks.
- Emphasis should be placed on incorporation of and/or integration with Class I bike paths.
- Paths should serve runners, walkers, and horseback riders, as well as bicyclists.
- Access for emergency and maintenance vehicles must be provided.
- Special event facilities, including theaters or sports complexes.

Standards

Stockton's current overall standard (*FOLLOWING ADOPTION OF RECOMMENDED REVISIONS*) for parks is 10 acres of parkland per 1,000 residents. This standard reflects an aggregation of three separate standards, one each for neighborhood parks (0.75 acres), community parks (2.25 acres), and regional parks (7.00 acres). The City also has a standard of one golf course for every 40,000 residents. Finally, the City has adopted standards for community centers that call for one City-owned center for every 50,000 residents or one center overall for every 30,000 residents; the overall standard includes those centers operated by the City, local school districts, and the County Housing Authority.

Total parkland acreage is only one measure of the adequacy of park facilities. Another measure is accessibility of parkland to the community it serves. Accessibility is a function of proximity as well as physical access (e.g., a park's service area should not cross any major natural or manmade barriers such as rivers or freeways that inhibit access to the park).

Table VI-4 summarizes the City's current park standards and lists the size range of the park and the ideal service radius.

TABLE VII-4 CURRENT PARK STANDARDS City of Stockton January 1996			
Type of Facility	Acres Per 1,000 Persons	Acres Per Park	Service Radius
Neighborhood Park	0.75	5 to 10	1/2 mile
Community Park	2.25	10 to 30	1 mile to citywide
Regional Park	7.00	30+	Region-wide
Golf Courses	1 course/40,000 residents	130 to 180	Region-wide
Source: Parks and Recreation Department, City of Stockton, 1991			

CITY OF STOCKTON PARK FACILITIES

Through its Parks and Recreation Department, the City operates 30 separate neighborhood parks comprising a total of 135.2 acres. In addition, the City maintains 17 community parks totaling 373.0 acres. The park facilities operated by the City of Stockton are listed on Table VII-5 and shown on Figure VII-4. Each park site contains various types of facilities, based on the needs and desires of residents, size, and geographic characteristics. The facilities at each neighborhood and community park in the city are listed in Table VII-5 and described below.

Neighborhood Parks

Atherton Park: Atherton Park, which covers 10 acres at the southeast corner of Quail Lakes and Grouse Run Drives, was acquired by the City in 1977 as part of its parkland dedication program. The park includes a softball diamond with concrete bleachers, two basketball courts, two handball courts, two tennis courts, five benches, six tables, a playground with a tot lot, and restrooms for men and women.

Caldwell Park: Caldwell Park is located at the northwest corner of Allston Way and Pacific Avenue. The 3.5-acre site was donated to the City in 1939 with the condition that it be used only for recreation and promenade purposes. All but of a tenth of an acre of the park is set aside for passive use. Facilities at the site include a half-court basketball court, a playground, two barbecue pits, 10 tables, 11 benches, and restrooms for men and women.

Columbus Park: Columbus Park, which is bounded by Taylor, Worth, Van Buren, and Lincoln Streets, was granted to the City by Captain Charles Weber in 1851. The 2.1-acre park contains 7 tables and 16 benches.

Constitution Park: Constitution Park, which is bounded by Fremont, Pilgrim, Lindsay, and Union Streets, was granted to the City by Captain Charles Weber in 1880. The 2.1-acre park contains 3 tables, 21 benches, and a barbecue pit.

C.M. "Corky" Cortez Park: Cortez Park is located at the northwest corner of Tam O'Shanter and Erie Drives, adjacent to Parklane Elementary School. The 5-acre site was acquired in 1976 with a combination of funding through the City's Parkland Dedication Ordinance and the Capital Improvement Program. Facilities include two lighted tennis courts, two handball courts, a tot lot, two barbecue pits, a softball diamond, a horseshoe court, and an equipment storage building.

Angel Cruz Park: Cruz Park is located on El Dorado Street between Lincoln Road and Sequoia Lane, adjacent to Pulliam Elementary School. The City acquired the 7-acre site in 1968 through its Parkland Dedication Ordinance. The park, which until 1977 was called Villa El Dorado Park, includes two lighted tennis courts, three barbecue pits, a shuffleboard court, a tot lot, a softball diamond with wooden bleachers, six tables, and three barbecue pits.

Dentoni Park: Dentoni Park, which is located at Davis Road and Royal Oaks Drive, was acquired via the City's Parkland Dedication Ordinance in 1973. The 9.5-acre park is adjacent to Oakwood Elementary School. Its facilities include a softball field with bleachers, two lighted tennis courts, a basketball court, two horseshoe courts, a camp fire circle, four barbecue pits, a pedestrian bridge, a playground with a tot lot, restrooms for men and women, and a pump house.

Eden Square: Eden Square is an approximately 2.1-acre park bounded by El Dorado, Acacia, Hunter, and Poplar Streets. The site, which was donated to the City in 1880 by Captain Charles Weber, includes tables, benches, and an equipment storage building, but no active recreation facilities.

Fremont Square: Fremont Square, which is bounded by Fremont, Sutter, Lindsay, and San Joaquin Streets, was donated to the City by Captain Charles Weber in 1851 for use as a public promenade. The 2.1-acre park contains several benches and tables, a swing set, and restrooms, as well as a historic landmark in the center of the square.

Friedberger Park: Friedberger is located southwest corner of Walnut and Sycamore Avenues, next to Grunsky Elementary School. The 3.5-acre park site was donated to the City in 1927 by Ray Friedberger. The only facilities at the park are three tables and benches.

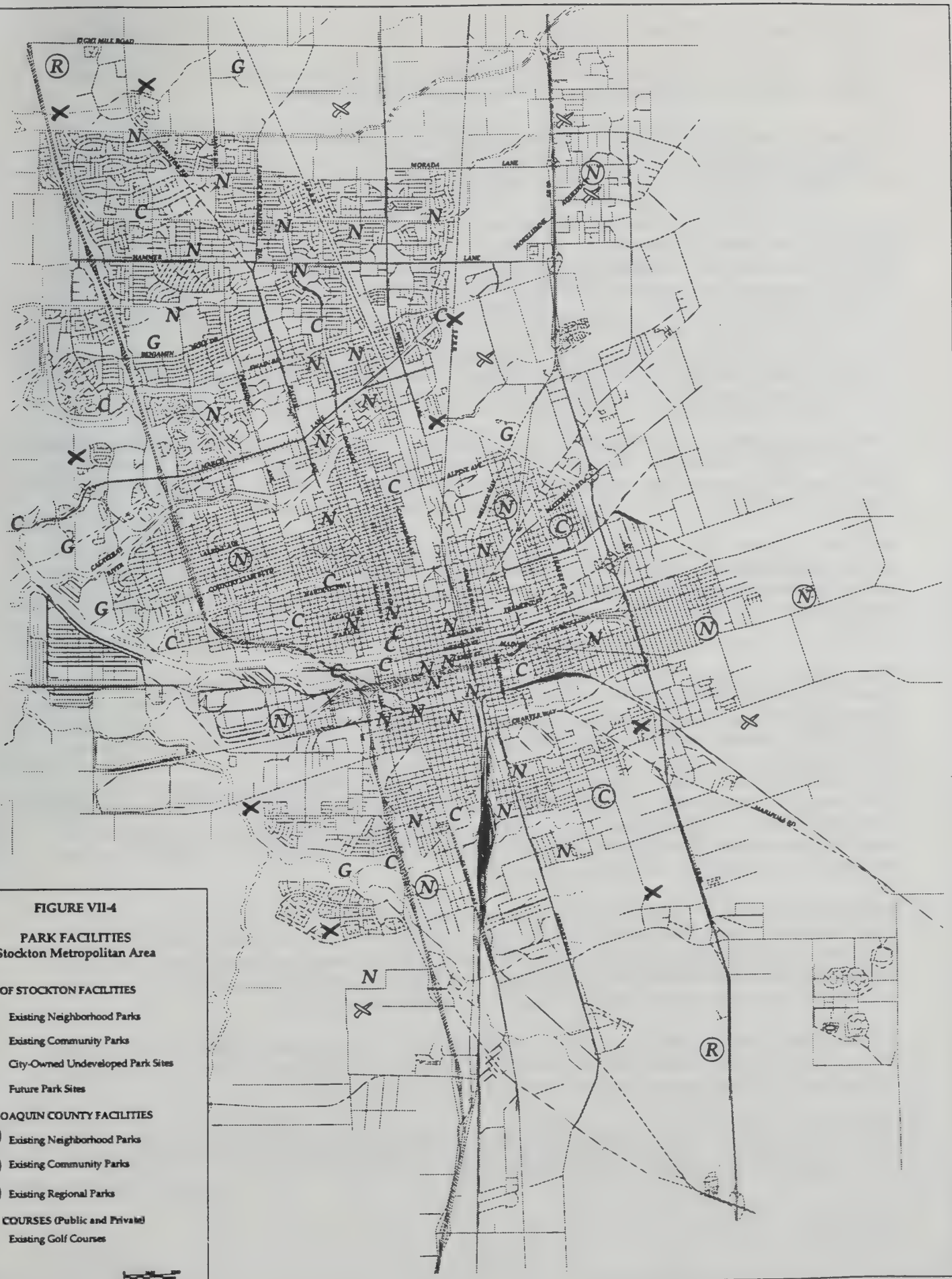
Stuart Gibbons Park: Gibbons Park, which used to be called Woodside Park, was purchased by the City in 1973 using a combination of local funds and a federal open space grant. It is located on the north side of Hammer Lane, just west of Balboa Avenue. The 3.6-acre park includes a tot lot, two basketball courts (one full and one half), four handball courts, three checker tables, an adobe amphitheatre with a campfire pit and log seats, horseshoe pits, three barbecues, and restrooms. It is adjacent to Colonial Heights Schools and a fire station.

Gleason Park: Gleason Park is bounded by California, Church, Sonora, and American Streets. The City acquired the 2.1-acre site in 1973 using a combination City and Federal funding. All of the facilities at the site were removed in 1993 because of crime problems at the park. The City expects to replace the facilities in conjunction with revitalization of the neighborhood.

Mattie Harrell Park: Harrell Park, which used to be known as McKinley Redevelopment Park, is bounded by South Lincoln, Eighth, Monroe, and Ninth Streets. The City acquired the 8.5-acre site in 1972 and 1973 using combination of City general fund monies and a Federal Housing and Urban Development (HUD) Open Space Grant. The park includes a playground with an extensive collection of play apparatus, a softball diamond, four basketball courts, two lighted tennis courts, four shuffleboard courts, five checker tables, three barbecue pits, and men's and women's restrooms.

Holiday Park: Holiday Park is located at the corner of Kermit Lane and Elaine Drive. The City purchased the 2.4-acre site from Lincoln Unified School District in 1974. It contains a basketball court, two handball courts, two horseshoe pits, a barbecue pit, a playground, three tables, and eight benches.

Rev. Charles Rueben Holmes Park: Holmes Park, which is located at the southwest corner of Ralph Avenue and Zamora Way, was deeded from San Joaquin County to the City in 1974. The 2.0-acre park contains a tot lot, two basketball courts, two barbecue pits, and three tables with benches. The park, which was formerly known as Nightingale Park, is adjacent to Nightingale Elementary School.



Independence Park: Independence Park is bounded by E. Market, S. Grant, E. Washington, and S. Aurora Streets. Captain Charles Weber granted the 2.1-acre site to the City in 1860.

Lafayette Square: Lafayette Square, which is bounded by El Dorado, Taylor, Hunter, and Worth Streets, was granted to the City by Captain Charles Weber in 1851 for use as a public promenade. The 2.1-acre site contains five tables, four benches, and a half-court basketball court.

Laughlin Park: The City acquired the site for Laughlin Park in 1979 using a combination of parkland fees and a Land and Water Conservation Grant. The 5-acre park, which is located at the corner of Estate and Tree Top Drives next to Creekside Elementary School, was dedicated in 1985. It contains an adventure playland playground, a group picnic area with ten picnic and two game tables, two tennis courts, a half-court basketball court, a barbecue pit, and a jogging loop that runs along the levee of the Bear Creek.

Liberty Square: Liberty Square is bounded by Anderson, Grant, Jefferson, and Stanislaus Streets. The 2.1-acre site was granted to the City in 1886 by Captain Charles Weber. The park contains a tot lot, one basketball court, four tables and benches, and men's and women's restrooms.

Loch Lomond Park: Loch Lomond Park is located between El Dorado Street and MacDuff Avenue. The City acquired the 5.4-acre park through its Subdivision Parkland Dedication Ordinance. It includes a playground with a tot lot, two lighted tennis courts, a lighted basketball court, two lighted tetherball courts, two barbecue pits, seven tables, two benches, and an equipment building.

William Long Park: The first phase of construction of this park was completed in the fall of 1995, with the first five acres of the ten-acre site being developed. Improvements completed as part of the first phase include walkways meandering through gently-mounding turf, benches, picnic tables, many trees, and an automatic sprinkler system. Maintenance of Long Park will be funded through a special assessment district.

Peterson Park: Reverend W.D. Peterson Park is located at the southwestern corner of Tenth and Union Streets. The 3-acre park was donated to the City by the Redevelopment Agency in 1974. It includes a playground with a tot lot, two basketball courts, two tetherball courts, two barbecue pits, one softball diamond with wooden bleachers, men's and women's restrooms, a storage room, and a pump house.

Sherwood Park: The City acquired Sherwood Park in 1959 through its Subdivision Parkland Ordinance. The 6.4-site is bounded by Robinhood Drive, Sherwood Way, and Claremont Avenue. The park contains a playground with a tot lot, two lighted tennis courts with benches, a lighted basketball court, a softball diamond with concrete bleachers, and two barbecue pits. The site also includes a swimming pool that is operated by an adjacent homeowners' association.

Sousa Park: Sousa Park, which was formerly known as East Stockton Park, is located at the corner of Yellowstone and Burkett. The Redevelopment Agency granted 3.5 acres of the 4.5-acre site to the City in 1963, with the City purchasing the balance later. The park contains a playground with a tot lot, two picnic tables, two lighted tennis courts, a swimming pool, and a softball diamond. It is adjacent to Dr. Martin Luther King Elementary School and a Boys and Girls Club of Stockton facility.

Swenson Park: Swenson Park is located on Alexandria Place, at the northeast corner of Swenson Park Golf Course. The 9-acre park has a group picnic area, a playground, two tennis courts, a handball court, two multi-use courts, men's and women's restrooms, and a pump house.

Union Square: Union Square is bounded by Hazelton Avenue, Pilgrim Street, Scott Avenue, and Union Street. The 2.1-acre site was donated to the City in 1880 by Captain Charles Weber. The park contains 3 picnic tables, a swing set, and a sand volleyball court.

*Allen
F. [unclear]*

Resolution No. 96 0259

STOCKTON CITY COUNCIL

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF STOCKTON, AS FOLLOWS:

A. That the City Council of the City of Stockton hereby approves the Final Negative Declaration/Initial Study for the City of Stockton (IS3-96), for the proposed project as set forth in the report of the Planning Commission filed with the City Council on May 20, 1996 for a General Plan amendment to revise the Parks and Recreation Element of the General Plan by adoption of the 1996 Parks and Recreation Element Evaluation and Update - Part II (Background and Policy Documents), based on the following finding:

1. The City of Stockton has reviewed and considered the Proposed Negative Declaration/Initial Study (IS3-96), for the proposed project, and has determined that, subject to any modifications and mitigation measures identified in the Initial Study, the project will not have a significant effect on the environment. Based on this finding and with substantial supporting evidence provided in the Initial Study, the City of Stockton, using its independent judgment, hereby approves a Final Negative Declaration and the Initial Study (IS3-96), for the proposed project.

PASSED, APPROVED AND ADOPTED MAY 20 1996.

/S/ JOAN DARRAH

JOAN DARRAH, Mayor
of the City of Stockton

ATTEST:

/S/ KATHERINE GONG MEISSNER

KATHERINE GONG MEISSNER, City Clerk
of the City of Stockton

CITY ATTY
REVIEW GDP
DATE MAY 15 1998

96 0259

STOCKTON CITY COUNCIL

WHEREAS, the City of Stockton has heretofore formulated and adopted a General Plan for the physical development of the City, which General Plan contains each of the elements required by law to be part of it; and

WHEREAS, an amendment to the 1990 General Plan has been proposed to revise the Parks and Recreation Element of the General Plan by adoption of the 1996 Parks and Recreation Element Evaluation and Update - Part II (Background and Policy Documents); and

WHEREAS, following a public hearing, the Planning Commission adopted a resolution on April 11, 1996, recommending the City Council adopt a General Plan amendment to revise the Parks and Recreation Element of the General Plan by adoption of the 1996 Parks and Recreation Element Evaluation and Update - Part II (Background and Policy Documents) (GPA1-96); and

WHEREAS, the City Council of the City of Stockton has reviewed and considered the Planning Commission recommendation and all environmental documents necessary for the approval of the proposed amendment to the City of Stockton General Plan at a duly noticed public hearing on May 20, 1996; now, therefore,

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF STOCKTON AS FOLLOWS:

A. That the City Council finds as follows:

1. The Parks and Recreation Element establishes appropriate goals and policies to serve the recreational needs of residents, workers and visitors.
2. The Parks and Recreation Element provides the standards necessary to accommodate the requirements for adequate parks and recreation facilities and community centers.
3. The Parks and Recreation Element considers the financial resources necessary to acquire, develop, maintain and operate a system of facilities that will serve Stockton's recreational needs.

CITY ATTY
REVIEW
DATE MAY 15 1996

96 0260

4. The City of Stockton has reviewed the Proposed Negative Declaration/Expanded Initial Study (IS3-96), has independently concluded that subject to any applicable mitigation measures, the proposed amendment is not expected to generate any substantial adverse environmental impacts, and has, therefore, approved the Final Negative Declaration.

B. That the City Council does hereby adopt the General Plan amendment to revise the Parks and Recreation Element of the General Plan by adoption of the 1996 Parks and Recreation Element Evaluation and Update - Part II (Background and Policy Documents) (GPA1-96), based on the above findings.

PASSED, APPROVED and ADOPTED MAY 20 1996.

/S/ JOAN DARRAH

JOAN DARRAH, Mayor of the
City of Stockton

ATTEST:

/S/ KATHERINE GONG MEISSNER

KATHERINE GONG MEISSNER, City Clerk of
the City of Stockton

Valverde Park: The City acquired 7-acre Valverde Park in 1979 using Parkland Subdivision fees. The park which is located at the southeast corner of Cherbourg Way and Aylesford Lane, immediately north of Mosher Creek. It contains a playground with a tot lot, five picnic tables, two tennis courts, two basketball courts, two handball courts, a softball diamond with concrete bleachers, restrooms, and a shade shelter.

Weber Square: Weber Square is bounded by Park, Oak, Van Buren, and Lincoln Streets. The 2.1-acre park was granted to the City by Captain Charles Weber in 1851 for use as a public promenade. It includes, five picnic tables, and a playground.

Weberstown East Park: Weberstown East Park is bounded by Coventry Drive, Huntington Lane, Surrey Lane, and Kentfield Road. The City acquired the 4.5-acre park in 1961 through its Subdivision Parkland Dedication Ordinance. It includes a playground, six picnic tables, two lighted tennis courts, a lighted basketball court, two shuffleboard courts, three barbecue pits, and an equipment shed.

Weberstown West Park: The City assumed ownership of Weberstown West Park from the Weberstown Homeowners' Association in 1975. The 3.1-acre park, which located at the southeast corner of Rialto Avenue and Nugget Place, contains three picnic tables, a tot lot, and a basketball court. It also includes a swimming pool that the City leases to the Weberstown Homeowners' Association for use by residents.

Williams Brotherhood Park: Williams Brotherhood Park is located on the east side of Airport Way between 6th and 7th Streets, adjacent to Garfield Elementary School. The City acquired the 14.1-acre site in 1971 using a combination of a Federal Housing and Urban Development grant and local matching funds. The park contains 14 picnic tables, two playgrounds, two softball diamonds with wooden bleachers, four lighted basketball courts, six handball courts, six barbecue pits, a shade shelter, and men's and women's restrooms.

Community Parks

American Legion: American Legion Park, which the City acquired in 1928, is located at West Bedford and North Baker Streets. It covers slightly over 21 acres, 14 of which are in turf. Facilities at the park include a playground with swings and climbing bars, two half-court basketball courts, four barbecues, 20 tables, 17 benches, a shade shelter, a spray pool, and men's and women's restrooms. The site is extensively landscaped and surrounds Yosemite Lake at the end of Smiths Canal.

Anderson Park: Anderson Park, which covers approximately 11 acres, is located near the intersection of El Dorado and Benjamin Holt. The park is on a 27-acre site that was deeded to the City in 1955 with the condition that it be used only for public school, public recreation, or public park purposes. It is adjacent to Seifert Community Center and Kohl Elementary School. The park site includes five acres of turf, two lighted tennis courts, a lighted basketball court, a little league baseball/softball complex, ten tables, seven benches, a tot lot, men's and women's restroom's, and a storage shed.

Buckley Cove Park and Marina: The City acquired the site of Buckley Cove Park and Marina in 1976 using a combination of funding from the Wildlife Conservation, the State Department of Recreation, and the City's Capital Improvement Funds. As a condition of the funding agreement, the 53.3-acre site must be retained in use for public outdoor recreation. The City is solely responsible for maintenance of the site, which is located at the terminus of March Lane, next to Stockton Channel. The park includes a yacht club, docking facilities for sail and motor boats, barbecue pits, and a parking lot.

Greenlaw "Fritz" Grupe, Jr. Park: Grupe Park is located at the southeast corner of Cumberland Place and Meade Drive adjacent to Fourteen Mile Slough. The City acquired the 20.5-acre site, which was formerly known as Cumberland Park, through its Subdivision Parkland Dedication Ordinance in 1975. Grupe Park contains a playground with a tot lot, two softball and one hardball diamonds with bleachers,

three tennis courts, three basketball courts, five barbecue pits, four handball courts, several tables and benches, and men's and women's restrooms.

Louis Park: Louis Park is the City's largest park at approximately 74 acres. Charles H. Louis donated the site, which is bounded by the Smith Canal, Occidental Street, Mt. Diablo Street, and the Stockton Channel, to the City in 1924. It contains the following facilities

- Four lighted softball diamonds
- One playground
- A baseball diamond
- Two basketball courts
- Four tennis courts
- Four handball courts
- Two boat launching ramps with docks
- A lighted horseshoe complex with 19 pits
- Four men's and women's restrooms buildings
- Three food and beverage concession buildings
- Two floats for fishing access
- Pixie Woods, a small (8.5 acres) fairy-tale amusement park that includes a lagoon, a small petting zoo, a theater, and rides including a miniature train, merry-go-round, and a paddlewheel boat.

McKinley Park: The City purchased the 22.3-acre McKinley Park site from Pacific Gas and Electric in 1923. It is located at the southeast corner of El Dorado and Eighth Streets. The park contains extensive facilities, including the following:

- A playground with a tot lot
- 2 lighted softball fields
- 2 lighted multi-use fields
- 4 lighted tennis courts
- 2 lighted handball courts
- A lighted basketball court
- A swimming pool
- An amphitheater
- One each volleyball, shuffleboard, tetherball, and four square courts
- 4 barbecue pits
- A 12,000 square-foot multi-use community center
- Men's and women's restrooms (2 each)

McLeod Lake Park: McLeod Lake Park is located along the north side of the Deep Water Channel at its terminus near City Hall. The 3.5-acre park extends southeast from the corner of Center and Fremont Streets. The City received the site from the Port of Stockton with the understanding that if the area is needed by the Port for future use, the City would relinquish it. The park contains three picnic tables, a Convention and Visitors Bureau building, a Chinese monument, an amphitheater, and a fountain, but no active recreation facilities.

Morelli Park: Morelli Park is located on the southern side of the Deep Water Channel, near the intersection of Weber Avenue and Interstate 5. The City began leases the 4-acre site from the California Department of Transportation under the provisions of the Marler-Johnson Highway Park Act. The park contains two concrete boat ramps, two docks, a 53-space parking lot, one restroom, and 3 picnic tables. It also provides access to Mormon Slough for fishing.

North Seawall Park: North Seawall Park on the northern side of the Deep Water Channel at Madison Street. The 2.1-acre park connects with and extends McLeod Lake Park.

Oak Park: The City acquired the site of Oak Park from Southern Pacific Railroad on 1922. The 61.3-acre park is located at the northeastern corner of Alpine Avenue and Sutter Street.

- Four group picnic areas
- One basketball court
- Two playground/tot lots
- Four men's and women's restroom buildings
- Two lighted softball diamonds with concrete bleachers
- Two lighted baseball diamonds with wooden bleachers
- Three little league baseball diamonds
- Olympic-size swimming pool
- Indoor Olympic-size ice skating rink
- Complete tennis complex with 11 lighted courts and a pro shop
- Site of Billy Hebert Field, a lighted baseball stadium that is the home of the Stockton Ports, a single-A level professional baseball team.

Panella Park: Panella Park is located on a 15-acre site at the southeast corner of Lorraine Avenue and Winslow Way. The City acquired the land between 1981 and 1987 using Subdivision Parkland fees, and the park was dedicated in 1988. It is located astride the East Bay Municipal Utility District's Mokelumne Aqueduct. Facilities at the site include the following:

- A tot lot with shade arbors
- A group picnic facility
- A softball diamond
- A baseball diamond
- Two tennis courts
- One and a half basketball courts
- An open play/soccer area
- A lagoon with fountains, a wood bridge, and an island
- Seven picnic tables
- Restrooms
- A 48-stall parking lot

In addition, Panella Park is the site of a planned 15,000-square foot multi-use community center.

Sandman Park: Sandman Park is located on the north side of Mosher Slough, just west of Don Avenue. The 16.6 site contains a group barbecue area with seven picnic tables, a playground, three tennis courts, two lighted softball diamonds, two lighted basketball courts, two horseshoe pits, two handball courts, restrooms, and a walking/jogging promenade along the waterway.

South Seawall Park: South Seawall Park is located at the northwest corner of Weber Avenue and Center Street on the southeasterly-most extension of the Deep Water Channel, adjacent to the Yacht Harbor. The 0.8-acre site does not include any active recreation facilities.

Stribley Park: Stribley Park is located on a 19.3-acre site located at the northwest corner of Hazelton Avenue and B Street. The City acquired the site in exchange for paving part of Hazelton Avenue. The park contains the following facilities:

- A group picnic/barbecue area with 5 barbecue pits and 21 picnic tables
- Two lighted softball diamonds with bleachers
- Two baseball diamonds with bleachers
- A playground with a tot lot
- Two basketball courts
- Two lighted handball courts

- Two horseshoe pits
- A 10,000-square foot multi-use community center
- A community garden
- Two restrooms

Van Buskirk Park: Van Buskirk Park is located on the south side of Houston Avenue, immediately east of Van Buskirk Municipal Golf Course and west of Interstate 5. The 20-acre site contains the following facilities

- A group picnic area with 13 tables and 5 barbecue pits
- A playground with a tot lot
- Two tennis courts
- Two lighted softball fields with bleachers
- Three lighted basketball courts
- Four lighted handball courts
- Two restrooms
- An approximately 5,000 square-foot community/senior center

Victory Park: Victory Park is bounded by Argonne Drive, Pershing Avenue, Picardy Drive. The City received the 27.5-acre site as a gift in 1924. It contains the following features:

- One playground with a tot lot
- Home to the Haggin Museum
- Two duck and fish ponds
- Two group picnic areas
- Nine tables and five barbecue pits
- Two lighted softball fields
- two lighted tennis courts
- Small swimming pool
- A popular perimeter walking/jogging sidewalk
- Two men's and women's restroom buildings

Municipal Golf Courses

The City of Stockton owns and operates two 18-hole golf courses and par 3 executive course to serve both local and out-of-town golfers.

Swenson Park Golf Course: The Swenson Park Golf Course is located east of Interstate 5 off of the Benjamin Holt Drive offramp, adjacent to Swenson Park. It is set in a grove of Valley Oaks and includes a championship 18-hole course as well as an executive par 3 course.

Van Buskirk Park Golf Course: Van Buskirk Golf Course is located to the west of Interstate 5 on the south side of Houston Avenue. The 18-hole, par 72 course includes four waterways.

Both of the City's golf complexes include pro shops, concessions, putting greens, and driving ranges.

General Characteristic of Stockton's Park System

As the above descriptions and Table VII-5 indicate, Stockton's parks contain a wide variety of facilities serving a broad spectrum of recreation demands. Generally, picnic areas and playground apparatus are essential for a park to serve the surrounding neighborhood. Of the facilities noted in Table VII-5, only the Dr. Martin Luther King Jr. Plaza, Independence, and the South Seawall promenade lack picnic facilities. Of the neighborhood parks, all but seven have play apparatus. There is supervised recreational activity at 17 of the neighborhood parks and at 8 of the community parks. Specialized recreational

facilities (e.g., tennis courts, swimming pools, ball fields) exist at 29 of the facilities listed in Table VI-5. The most common specialized facilities are multi-use courts, which are found at 18 of the neighborhood parks and 11 of the community parks.

There are numerous other facilities maintained by the Stockton Parks and Recreation Department which are not listed on Table VII-5, including the Oak Park Ice Arena, Pixie Woods Children's Playland, the Downtown Pedestrian Mall, Oxford Circle, Yosemite Island, and other landscaped islands. The Parks and Recreation Department also maintains the 1.7-acre Civic Auditorium, the Calaveras River bicycle/jogging path, Silver Lake Camp, and several bikepaths along waterways.

The Calaveras River Path is located along the north levee of the Calaveras River from West Lane to Brookside Road. At that point, the path leaves the river and loops into the Brookside subdivision, where it continues into Buckley Cove Marina. Future plans for development of the path include a bridge crossing just east of West Lane, where the path will connect to the south levee and continue southeast to Cherokee Road. There is also a bicycle/jogging path along portions of the East Bay Municipal Utilities District easement generally along March Lane. The various waterways within Stockton also offer a unique opportunity to develop a system of waterfront trails/bikeways. The eventual development of the Mokelumne Coast to Crest Trail could link Stockton's network to a system of trails that would stretch from the Sierra Nevada mountains to San Francisco Bay.

The City also operates a major regional facility, Silver Lake Camp, located in the Sierra Nevada mountains off of State Highway 88. This camp is open from the end of June through mid-September and is available to families and special groups.

Several of Stockton's community parks contain special facilities that serve a citywide or regional recreational demand. These special facilities attract visitors from throughout the metropolitan area and beyond. For example, Swenson and Van Buskirk golf courses draw people from well beyond the Stockton area. This is also the case with Louis Park, Buckley Cove, and Morelli Park where people come to use the boat launching facilities located on the Stockton Channel. People also come from outside Stockton to visit Haggin Museum and Art Gallery at Victory Park, the Pixie Woods children's area, the Oak Park ice skating rink at Louis Park, and Hebert Field in Oak Park.

Planned Parks

As Stockton grows, so will the need for new community and neighborhood parks. Stockton follows a five-year cycle Capital Improvement Program. The parks funded for construction (as of January 1996) are Arnold Rue Park and the remaining half of Baxter Park. In addition, the City has acquired the sites of Garrigan, Little John Creek, Misasi (0.7 acres of the total 5-acre site), Nelson, Peri, and Paul E. Weston Parks. The remaining parks described in the City's Capital Improvement Program are scheduled next for land acquisition and development. All together, the City owns approximately 72 acres of undeveloped parkland and has identified another 123 acres for future sites or expansion of existing sites.

**TABLE VII-5
CITY PARKS AND RECREATION FACILITIES**

PARK TYPE	PARK NAME	LOCATION	ACREAGE
Neighborhood	Atherton	Quail Lakes/Grouse Run	10.00
	Caldwell	Allston/Pacific	3.49
	Columbus	Taylor/Van Buren	2.11
	Constitution	Fremont/Pilgrim	2.11
	Cortez	Tam O'Shanter/Erie	5.00
	Cruz	El Dorado/Lincoln	7.04
	Dentoni	Davis Road/Royal Oak	9.50
	Eden	El Dorado/Acacia	2.11
	Fremont	Fremont/Sutter	2.11
	Friedberger	Harding Way/School	1.50
	Gibbons	Hammer/Alexandria	3.62
	Gleason	Sonora/California	2.11
	Harrell	Eighth/Lincoln	8.50
	Holiday	Robinhood/Kermit	2.40
	Holmes	Ralph/Anne	2.00
	Independence	Market/Grant	2.11
	Lafayette	El Dorado/Taylor	2.11
	Laughlin	Estate/Tree Top	5.00
	Liberty	Stanislaus/Anderson	2.11
	Loch Lomond	El Dorado/MacDuff	5.42
	Long Park	Henry Long Boulevard/Woodacre Lane	4.50
	Peterson	Tenth/Union	2.97
	Sherwood	Robinhood/Sherwood	6.42
	Sousa	Yellowstone/Burkett	3.47
	Swenson	Alexandria/Lincoln	9.00
	Union	Hazelton/Pilgrim	2.11
	Valverde	Cherbourg/Aylesford	7.00
	Weber	Park/Van Buren	2.20
	Weberstown East	Kentfield/Coventry	4.53
	Weberstown West	Rialto/Nugget	3.07
	Williams	Airport/Anne	14.10
		Neighborhood Subtotal	
Community	Anderson	El Dorado/Benjamin Holt	11.00
	Buckley Cove	W. March Lane at the Stockton Channel	53.32
	Grupe	Cumberland/Meade	20.50
	King Plaza	El Dorado/Fremont	1.70
	Legion	Bedford/Baker	21.12
	Louis	Monte Diablo/Occidental	73.66
	McKinley	McKinley/Eighth	22.30
	McLeod Lake	Center/Fremont	3.50
	Morelli	Weber/Stockton Channel	4.00
	North Seawall	Madison and the Deep Water Channel	2.10
	Oak	Alpine/Alvarado/Sutter	61.23
	Panella	Lorraine/Winslow Way	15.00
	Sandman	Don/Mosher Slough	16.00
	South Seawall	Weber/Center	0.83
	Stribley	Hazelton/B Street	19.32
	Van Buskirk	Interstate 5/Houston	20.00
	Victory	Pershing/Argonne	27.45
		Community Subtotal	
TOTAL			512.75
Source: City of Stockton Parks and Recreation Department, August 1995.			

SAN JOAQUIN COUNTY FACILITIES

San Joaquin County operates several park facilities within the Stockton Metropolitan Area. Table VII-6 lists the County's seven neighborhood parks, totaling 43.5 acres, and two community parks, totaling 33.0 acres. Figure VII-4 shows the general location of these parks. In addition, the County operates three regional park facilities that serve the Stockton area: Oak Grove Park; Micke Grove Park and Zoo near Lodi; and the San Joaquin County Regional Sports Complex, which is located off Highway 99 near the Metropolitan Airport. The regional sports center is devoted primarily to softball, hardball, and soccer use. Together these regional facilities comprise 509 acres.

TABLE VII-6
COUNTY PARKS AND RECREATION FACILITIES
San Joaquin County

PARK TYPE	PARK NAME	LOCATION	ACREAGE
Neighborhood	Boggs Tract	Hazleton/Los Angeles	3.0
	Eastside Community	Horner/Delmar	10.0
	Garden Acres	Flower/Bird	8.0
	Madison Playfield	Michigan/Marine	4.5
	Morada	Morada/Hickory	6.0
	Taft	Downing/Mourfield	11.0
	West Jackson	Orwood/Sanguinetti	1.0
	Subtotal		43.5
Community	Gianone	Harding/Golden Gate	15.0
	Kennedy Memorial	Loomis/D	18.0
	Subtotal		33.0
Regional	Micke Grove	Armstrong/Micke Grove	259.0
	Oak Grove	Eight Mile/I-5	180.0
	Regional Sports Center	Arch-Airport/Highway 99	70.0
	Subtotal		509.0
TOTAL			585.5
Source: Parks and Recreation Department, City of Stockton, 1995			

PUBLIC SCHOOLS

School playground equipment, ball fields, play courts and open grass areas meet some community and neighborhood recreational need in nearly all areas of metropolitan Stockton. The City of Stockton, under the Stockton Park and Recreation Program, maintains a joint use agreement for the facilities of the Lincoln, Stockton Unified, and Lodi School Districts. The standard practice is to consider all elementary school playgrounds as serving a neighborhood park function while play fields at middle schools, high schools, and community colleges serve as community parks. The school facilities most often used for recreation are play fields and the various ball courts (i.e., basketball, tennis, volleyball). Interior facilities such as gymnasiums and multi-purpose rooms are also used, but they are open only for organized activities. The University of the Pacific is a private institution but it does permit some recreational use of its facilities by organized groups and the general public.

RECREATIONAL PROGRAMS

City of Stockton

The City offers a wide variety of structured and unstructured recreational opportunities and programs through the Parks and Recreation Department. Programs are designed to meet the leisure time needs of tiny-tots, youth, teens, and adults, as well as the elderly and disabled. Annual participation in City-sponsored and affiliated programs has been estimated at 2.5 million. Athletics are a major component of the program, with league competition in several sports drawing 1,200 teams and annual participation of 250,000. Another important aspect of the program are senior citizen programs operated at four community centers (Oak Park, Stribley, Van Buskirk, and Seifert) and one satellite program at Venetian Terrace Senior Center. Annual participation of senior citizen activities is over 175,000. Each program features art, crafts, and special interest activities, as well as health and educational events in cooperation with other agencies and organizations.

Social and cultural instructional programs include classes in creative art, cooking, dance, physical and mental fitness, and special demonstration classes. Indoor instruction is generally conducted at community centers, senior citizen centers, school facilities, or the Oak Park Ice Arena. Outdoor instruction is conducted at the golf courses, tennis courts, swimming pools, or at a variety of park and school playgrounds. The Parks and Recreation Department also sponsors outdoor concerts during the summer.

Currently (1995) the City operates community centers at five of its park sites (Anderson, McKinley, Oak, Stribley, and Van Buskirk) and one school site (Lincoln High School). The City is also planning to construct a 15,000-square foot community center at Panella Park, but has not yet acquired the funding to do so. The City's community centers typically include facilities for arts and crafts class instruction, club meeting rooms, multi-purpose rooms that can serve as both gymnasiums and assembly halls, and support facilities such as a kitchens, storage rooms, and office space. As Stockton grows, so will the demand for additional new community centers. In planning for future centers, the City assumes that new facilities will require a minimum of 15,000 square feet of indoor space and will be located in 15- to 30-acre community parks, possibly in conjunction with public school sites.

Afterschool Recreation Program

The City's Department of Parks and Recreation operates an Afterschool Recreation Program at selected Stockton, Lincoln, and Lodi Unified School District sites. The Program is part of the Safe Stockton - Safe Youth Initiative, which is designed to be a total community effort to make Stockton a safer, healthier place for the children of the city. It is a cooperative effort involving the Recreation Department, local school districts, the Stockton Police Department, and communities surrounding the school sites. The programs are held at the sites listed in Table VII-7.

At the sites where the After School Programs are held, school officials and staff cooperate with City Parks and Recreation staff to run the recreation activities. The program is available to children between the ages of 6 and 14 and activities include homework clubs, exercise clubs, arts and crafts, video projects, games, contests, sports activities, cheerleading, and special events. All programs are conducted on a drop-in basis.

TABLE VII-7
AFTER SCHOOL RECREATION PROGRAM

School	Address	Hours
August	2101 Sutro	2:00 to 5:00 pm
Clairmont	8282 Lemans	2:30 to 5:30 pm
Claudia Landeen	4128 Feather River	2:30 to 5:30 pm (Mon. 1:30 to 5:30 pm)
Cleveland	20 E. Fulton	1:45 to 4:45 pm
Creekside	2515 Estate Drive	2:30 to 5:30 pm
El Dorado	1540 N. Lincoln	2:00 to 5:00 pm
Fillmore	2644 E. Poplar	2:00 to 5:00 pm
Garfield	1670 E. Sixth	2:30 to 5:15 pm (Wed 1:15 to 5:15 pm)
Hazelton	535 W. Jefferson	2:30 to 5:15 pm (Wed 1:15 to 5:15 pm)
Hoover	2900 Kirk	2:30 to 5:30 pm
Kennedy	630 Ponce de Leon	2:00 to 5:00 pm
M. L. King	2640 E. Lafayette	2:15 to 5:00 pm (Fri 12:30 to 4:30 pm)
Madison	2939 Mission Road	2:30 to 5:30 pm
McKinley	30 W. Ninth	2:15 to 5:00 pm (Fri 12:30 to 4:30 pm)
Montezuma	2843 Farmington	2:30 to 5:15 pm (Wed 1:00 to 5:15 pm)
Nightingale	1721 Carpenter	1:15 to 4:15 pm
Oakwood	1315 Woodcreek	2:15 to 5:15 pm
Pulliam	230 Presidio Way	1:45 to 4:45 pm (Wed 1:00 to 4:00 pm)
Roosevelt	776 S. Broadway	2:00 to 5:00 pm
Sierra-Pacific	6776 Alexandria	1:45 to 4:45 pm
Taylor	1101 Lever Boulevard	2:15 to 5:15 pm
Van Buren	1628 E. Tenth	2:00 to 5:00 pm
Victory	1838 W. Rose	2:15 to 5:15 pm
Wagner Holt	8778 Brattle Place	2:30 to 5:30 pm
Source: City of Stockton Parks and Recreation Department, September 1995		

PEDESTRIAN AND BICYCLE PATHWAYS

The flat terrain, the many rural roads, and the relatively mild weather make Stockton and San Joaquin County particularly conducive to pedestrian and bicycle travel and recreation. In 1991, Stockton had approximately 28 miles of designated bike routes, three miles of striped bike lanes, and three miles of separate bike path. The three miles of striped bike lane are located on Quail Lakes Drive, adjacent to Delta College on Pershing Avenue and on a portion of Feather River Drive. The City of Stockton has two separated pathways which are open to both bicyclists and pedestrians. The Calaveras pathway is located on the north levee of the Calaveras River, between the Southern Pacific Railroad tracks to the east and Brookside Road to the west. The second, the Mokelumne Aqueduct pathway will eventually connect Buckley Cove to the west with Morada to the east. It uses the right-of-way created by the East Bay Municipal Water District (EBMUD) aqueduct

In addition to the above routes, there are other facilities to meet the needs of the bicyclists. A bicycle bridge crosses the Calaveras River between Pacific Avenue and Pershing Avenue connecting the University of the Pacific with the separated bike path on the river's levee. Also, a bicycle bridge crosses Fourteen Mile Slough at Alexandria Place. This bridge removes a major barrier to north/south bicycle travel in this area of Stockton, avoiding a one-half mile detour to Pershing Avenue.

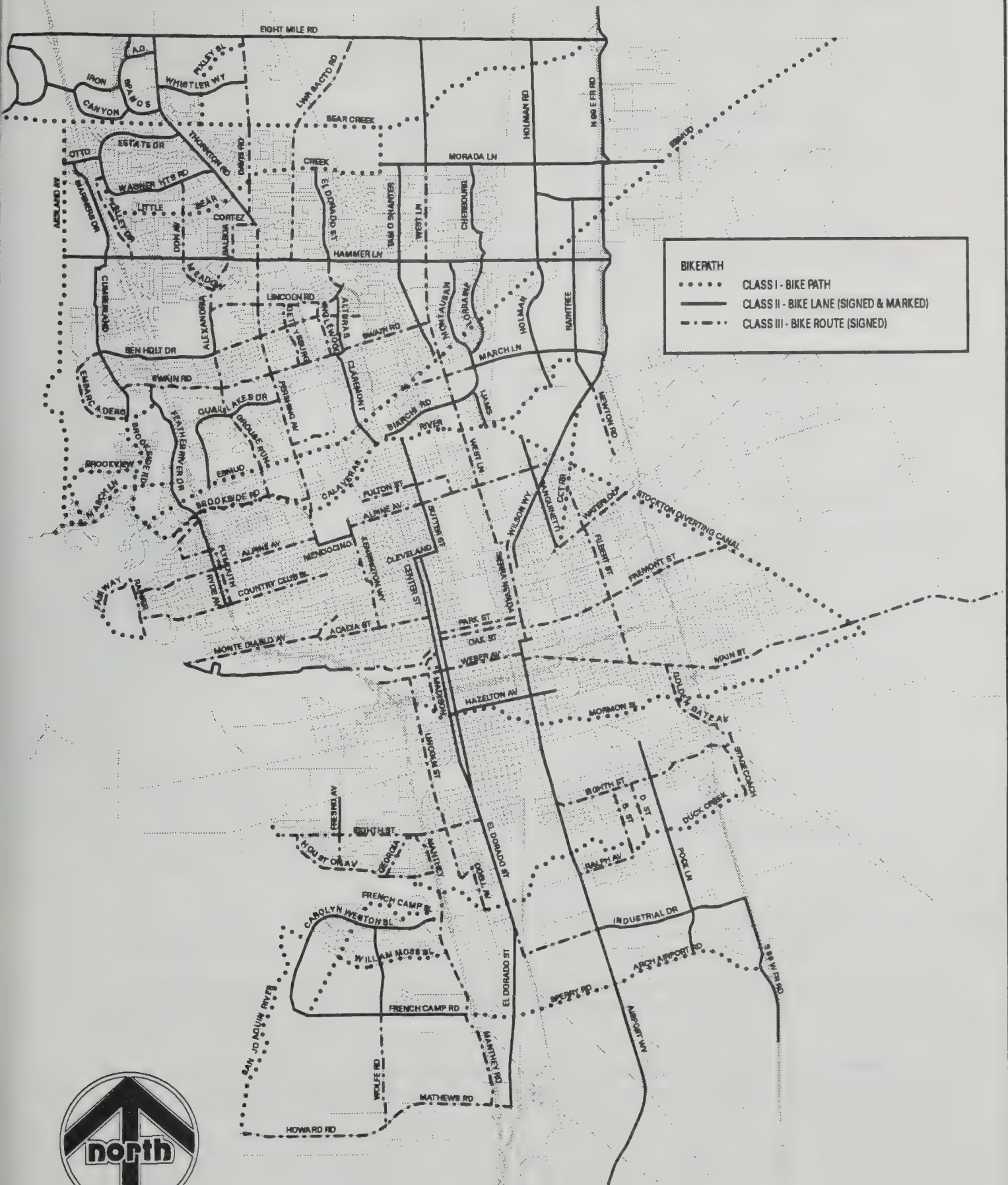
In May 1995, the City adopted the *Bikeway Facilities Master Plan (Bikeway Plan)*. The *Bikeway Plan* defines a classification system for bikeways, describes a proposed bikeway system (including construction and maintenance cost estimates), recommends policies for promoting bicycling and maintaining the city's bikeways, and presents a set of short-term (3 to 5 year) implementation projects. The *Bikeway Plan* suggests a system that includes a total of 66 miles of separated bike paths (Class I), 92 miles of striped bike lanes (Class II) and 78 miles of bike routes (Class III). Figure VII-5 shows the adopted bikeway route plan.

Bicycle parking is an important feature of bicycle travel. While the City of Stockton has no standard policy regarding bicycle parking facilities, bike racks and lockers can be found at the Caltrans District 10 Office, the parking structure downtown at Channel and San Joaquin Streets, City Hall, and other public buildings, libraries, and schools, and various commercial areas.

For the unincorporated areas, the County adopted a bicycle plan in May 1984 that identifies certain roadways as primary bicycle roadways.

Pedestrian traffic is typically short distance functional or recreational walking. Functional walking occurs in all areas of the city (primarily residential neighborhoods and commercial areas) and is facilitated by the city's extensive sidewalk system. Recreational walking is served by the existing sidewalks (especially in residential areas), by the separate Calaveras River path, and often by the two bicycle bridges.

CITY OF STOCKTON ADOPTED BIKEWAY PLAN



0 5000 10000 15000
Feet

DRAFT REVISED
CITY OF STOCKTON GENERAL PLAN POLICY DOCUMENT

PARKS AND RECREATION GOALS, POLICIES, AND PROGRAMS
(Excerpt from Section III, Part 4 of the General Plan Policy Document)

PARKS AND RECREATION

Goal 1 To provide a variety of recreational facilities and services to meet the diverse needs of Stockton's residents, workers, and visitors.

Policies

1. The City shall ensure that park and recreation facilities are be provided at a level that meets the City's park and recreation standards, as shown in the following table.

PARK STANDARDS			
Type of Park	Acres/1,000 Residents	Acres/Park	Service Radius
Neighborhood Park	0.75	5 to 10	½ mile
Community Park	2.25	10 to 30	1 mile to citywide
Regional Park	7.00	30+	Region-wide
Golf Courses	1 course /40,000	130 to 180	Region-wide

2. The City shall ensure that community centers are provided at a level that meets the following standards.

COMMUNITY CENTER STANDARDS	
City-owned community centers	1 center /50,000 population.
Combined City-owned, school district, and housing authority	1 center /30,000 population.
Combined City-owned, school district, and housing authority	½ square foot per resident.
Minimum to preferred size per center	10,000 to 15,000 square feet for multi-purpose centers.
Service radius	1½ miles

3. The City shall require that new parks be located and designed in such a way as to facilitate their security and policing.
4. Whenever possible, the City shall develop neighborhood parks in conjunction with elementary schools that are centrally located within the neighborhood and where park patrons need not cross major arterial or collector streets.
5. The City shall locate new community and regional parks with access to arterial or collector streets and shall have public streets around the balance of the park except where it is adjacent to another public facility.

6. The City shall continue to provide for the development of linear parkways, recreational bikeways, and trails that connect with the community and neighborhood parks where opportunities exist (i.e., Calaveras River path, EBMUD right-of-way).
7. The City shall continue to cooperate with San Joaquin County and local school districts to provide a wide variety of recreational opportunities for Stockton residents and visitors.
8. The City shall encourage the development of private open-space and recreational facilities in larger residential developments in order to meet a portion of the open space and recreation needs generated by the residents of those developments.
9. In cooperation with the County, the City shall consider acquiring additional land for regional park purposes.
10. The City shall promote the use of City parks and community centers to support the provision of child care/youth and family programs including after school and during holiday and vacation time periods.
11. The City shall coordinate its recreation programs with those of other public agencies and private non-profit organizations.
12. The City shall participate with other public agencies and private non-profit organizations to sponsor specialized recreation programs such as juvenile diversion and family-oriented activities.
13. The City shall develop a strategy for the renovation/renewal of the downtown parks to encourage additional positive uses and to discourage anti-social use.
14. The City shall work with San Joaquin County to establish year-round activities at the County Fairgrounds.
15. The City shall endeavor to preserve and restore the natural values of the San Joaquin and Calaveras Rivers, the Delta, and other local waterways, and shall incorporate them into the City's park and trails system where possible.
16. The City shall actively encourage citizen participation in decisions concerning the acquisition and development of park facilities and the design and operation of recreation programs.
17. The City shall consider the needs of all age groups, abilities, disabilities, and special interest groups in its park, recreation, and community services planning.
18. The City shall ensure opportunities for participation by economically-disadvantaged families and individuals in City-sponsored recreation and park programs.
19. The City shall encourage commercial recreation businesses to financially assist economically-disadvantaged families to participate in the businesses' activities and services.
20. The City shall provide an ongoing emphasis on youth programs and services, especially those that provide positive educational and social influences to youth at risk for illegal, anti-social, or unhealthy behaviors.
21. The City shall provide an ongoing emphasis on senior citizen programs and services.
22. The City shall encourage the availability of services, activities, and programs reflecting the cultural diversity of the community.

23. The City shall ensure that facilities are available to all citizens regardless of age, gender, race, ethnic origin, ability level, and provide for full physical access by all citizens, as guided by the Americans with Disabilities Act (ADA).

Programs

1. Develop a strategy for the renovation/renewal of the downtown parks to encourage additional positive uses and to discourage anti-social use.
2. Work with San Joaquin County to establish year-round activities at the County Fairgrounds.

PART III: RECREATION NEEDS ASSESSMENT

TABLE OF CONTENTS

SECTION/SUBJECT

PAGE

I. INTRODUCTION.....	1
II. RECREATION FACILITIES USAGE.....	3
Satisfaction with Offering Provided	3
Overall Usage and Frequency of Usage.....	5
Most Often Used Facility or Park.....	8
Activities Participation.....	10
III. RECREATION FACILITY IMPROVEMENT NEEDS.....	13
One Facility Respondents Want in the City.....	13
IV. RESPONDENT DEMOGRAPHY.....	16
V. APPENDIX	
Data Tabulations	
Questionnaire	

I. INTRODUCTION

Research Network Ltd. was retained to design and implement a resident survey among current households with City of Stockton addresses to assess their recreational needs and current recreation patterns. Among the subject areas of interest were the locations of the parks they regularly use, their specific participation rates for a variety of recreational activities, and their priorities for new facilities.

A total of 300 interviews were conducted in the City. One hundred fifty (150) households living north of the Calaveras River were interviewed while an equal number of households south of the River were interviewed. The questionnaires were administered via telephone by professional interviewers during early October, 1995, using direct-entry computer technology. Telephone numbers were randomly selected from street address directories for the City of Stockton.

When contact was made with a respondent, the interviewer confirmed eligibility for participation in the survey based on two primary conditions: 1) was the home located within the City of Stockton; and 2) was the respondent an adult residing in the home.

The sampling error for a sample size of 300 is $\pm 5.8\%$ at the 95% confidence level assuming a 50/50 answer distribution for a dual response question. This means that if we were to survey every household in Stockton, we are confident that 95% of the time the results for a question (with two potential responses) would

differ by less than ± 5.8 percentage points from the results derived from the sample.

It should be kept in mind that the margin of error may increase when subgroups of the full sample are being considered. This becomes important when comparing data for population subgroups. For example, the 95% confidence interval for a subgroup of 100 is $\pm 10\%$. Results for subgroups are only highlighted when we have a high degree of confidence that the differences that distinguish a subgroup from the overall community are statistically reliable.

All interviews were edited by skilled supervisors of the field organization and 10% were validated for accuracy. The interviews were then computer-processed and tabulations between question answers and selected sub-group targets were made. All of the computer tabulations are found in the Appendix to this report.

This analysis of survey results is presented in five sections. Following this Introduction, Sections II through IV present a detailed analysis of the findings of each of the research subject areas. Section V, the Appendix, includes a copy of the questionnaire used in the survey as well as a complete set of tabulations of responses compiled.

II. RECREATION FACILITIES USAGE

SATISFACTION WITH OFFERING PROVIDED BY PARKS AND RECREATION

To gather benchmark impressions of residents satisfaction with what is currently being offered by the City of Stockton Parks and Recreation Department, two questions were posed. These questions were aimed at determining residents level of satisfaction with parks safety and parks maintenance based upon a rating scale that included "very satisfied", "somewhat satisfied", "somewhat dissatisfied", and "very dissatisfied".

The responses to both of these satisfaction questions revealed that more than eight of every ten respondents stated they were very or somewhat satisfied with each of the tested services. Figure 1 illustrates that the overall satisfaction with parks safety was excellent, with

83% of those polled reporting being somewhat or very satisfied.

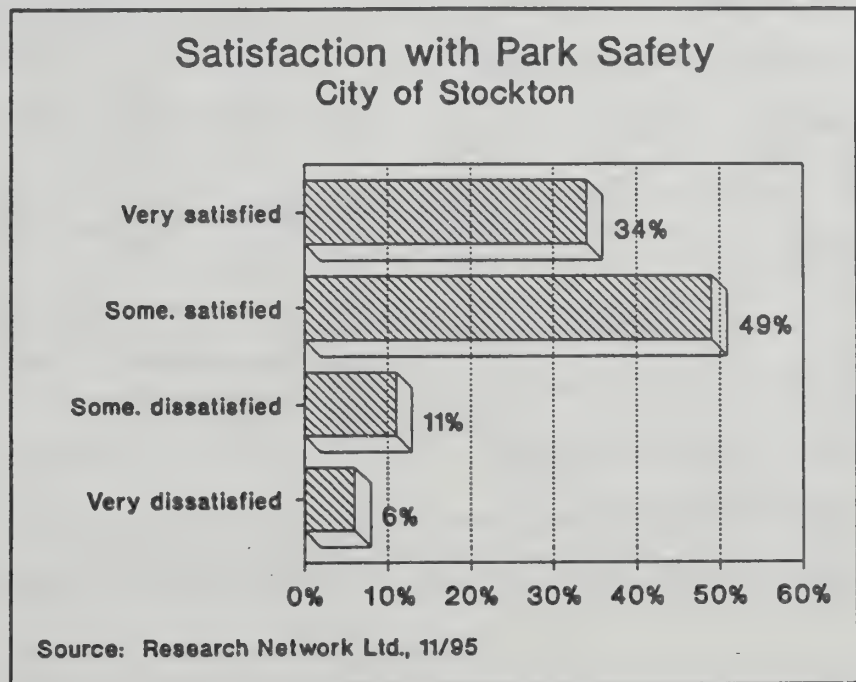
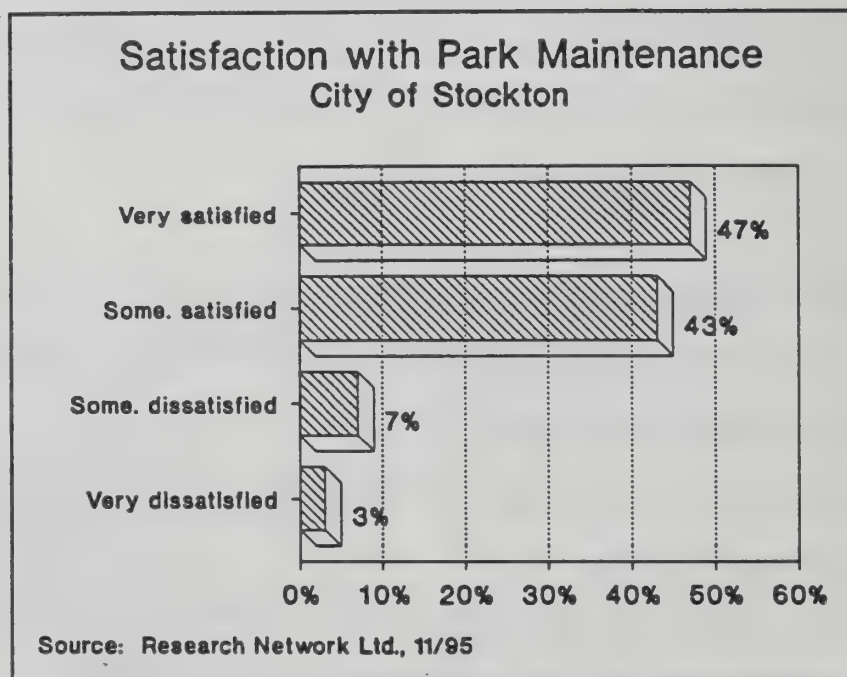


Figure 1

Nearly one of every five respondents (17%) stated that they were somewhat or very dissatisfied with park safety in Stockton. Examining the responses regarding satisfaction with park safety, no statistically significant difference in satisfaction was found regardless of respondent residence location, presence of children, ethnicity or respondent age.

Figure 2 presents responses regarding park maintenance. Responses regarding satisfaction with parks maintenance revealed an even higher level of comfort than was identified for park safety.



Nine of every ten households interviewed (90%)

Figure 2

reported being very or somewhat satisfied with park maintenance. Conversely, 10% of those interviewed indicated a level of dissatisfaction with maintenance.

In reviewing the responses to park maintenance satisfaction, the highest level of dissatisfaction was reported by those respondents who had also been dissatisfied with parks safety (42% dissatisfied with maintenance vs. 10% norm). The apparent consistent negativity among those dissatisfied with park safety may

suggest that their dissatisfaction with one of the tested factors may have influenced their judgement in the other areas.

OVERALL USAGE AND FREQUENCY OF USAGE

Parks and recreation facility usage characteristics were first explored in a general framework based upon two questions probing overall Stockton program or facility usage. The distribution of usage frequency in the respondent households is presented in the following text table.

	<u>Programs</u>	<u>Facilities</u>
Daily	1%	3%
More than once a week	5%	7%
Once per week	7%	10%
3 to 4 times per month	4%	6%
"Frequent Users"	<u>17%</u>	<u>26%</u>
Once or twice a month	6%	9%
7-11 times per year	4%	4%
2-6 times per year	14%	15%
"Moderate Users"	<u>24%</u>	<u>28%</u>
Once a year	9%	8%
Never	51%	38%
"Light/Non-Users"	<u>60%</u>	<u>46%</u>

Note: May not sum due to rounding.

As Figure 3 reveals, "Frequent Users" of Stockton Parks and Recreation programs (patrons of programs at least 3 times per month) comprised 17% of the households. Frequent users were most often found among respondents in the 35 to 44 age group (25%), households with school-age children (24% of such households were frequent users vs. 13% rate among childless households), and households that also reported

frequent Stockton Parks and Recreation facility usage (49% are frequent program users vs. 17% norm).

"Moderate Users" (patrons of programs 2 to 24 times annually) constituted 24% of households and the remainder (60%) were labeled

"Light/Non Users" (patrons of facilities once per year and non-users).

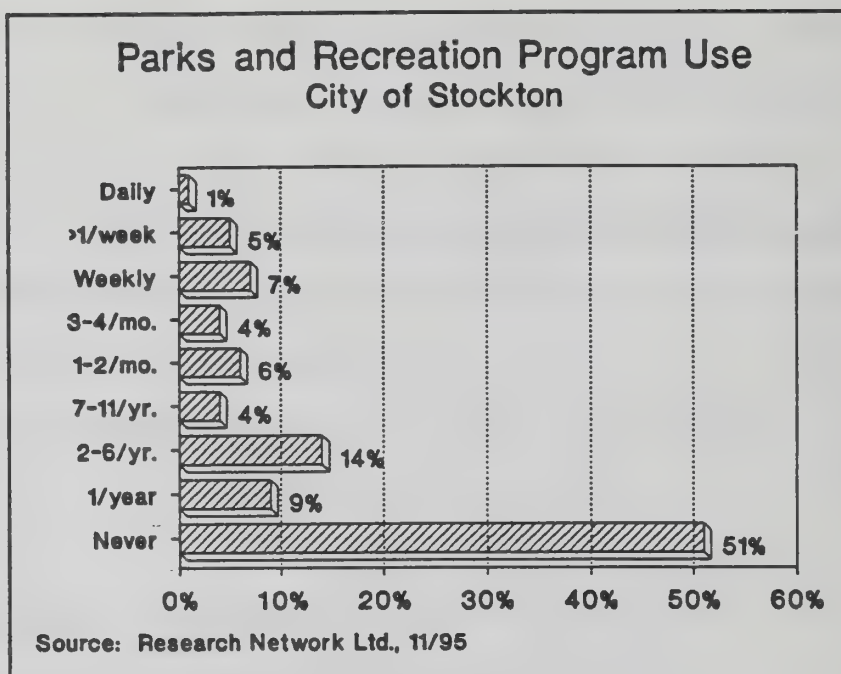


Figure 3

Half of the households polled (51%) reported not using the parks programs at all. Such non-users of programs were more likely to be found among the oldest respondents (73% of respondents 65 years or older reported never using programs compared with 30% among respondents in the 35 to 44 age group). Further, respondent households with no children under 18 years of age present were also more likely to report never using Stockton Parks programs (59% of childless households never use programs vs. 35% among those households with children).

Figure 4 illustrates that "Frequent Users" of Stockton Parks and Recreation facilities (patrons of facilities at least 3 times per month) comprised 26% of the households. Frequent users were most often found among respondents in the

35 to 44 year age group (40%), households with school-age children (41% of such households were frequent users vs. 18% rate among childless households) and households that also reported frequent Stockton Parks and Recreation program usage (78% are frequent facility users vs. 26% norm).

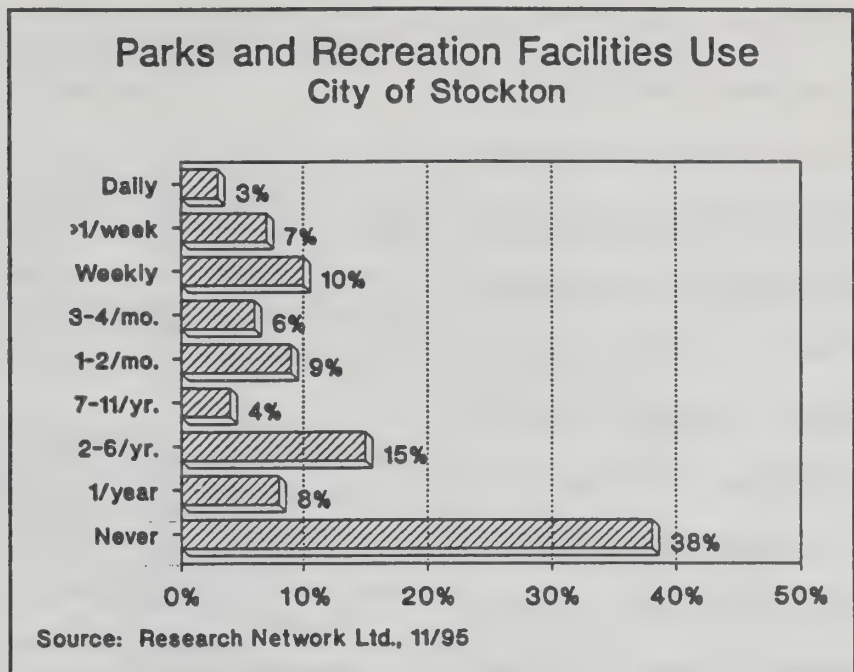


Figure 4

"Moderate Users" (patrons of facilities 2 to 24 times annually) constituted 28% of the households and the remainder (46%) were labeled "Light/Non Users" (patrons of facilities once per year and non-users).

Nearly four of every ten households polled (38%) reported not using the parks facilities at all. Such non-users of facilities were more likely to be found among the oldest respondents (69% of respondents 65 years or older reported never using facilities compared with 19% among respondents in the 35 to 44 age group). Further, respondent households with no children under 18 years of age present were also more likely to report never using Stockton Parks facilities (49% of

childless households never use facilities vs. 18% among those households with children).

MOST OFTEN USED FACILITY OR PARK

Respondents were queried about the park that their household most often used. As Figure 5 illustrates, those parks most often cited included Victory (21%) and Oak Parks (19%), with Grupe (7%), Louis (6%), Dentoni (5%) and Swenson (5%) garnering the next largest shares of the responses.

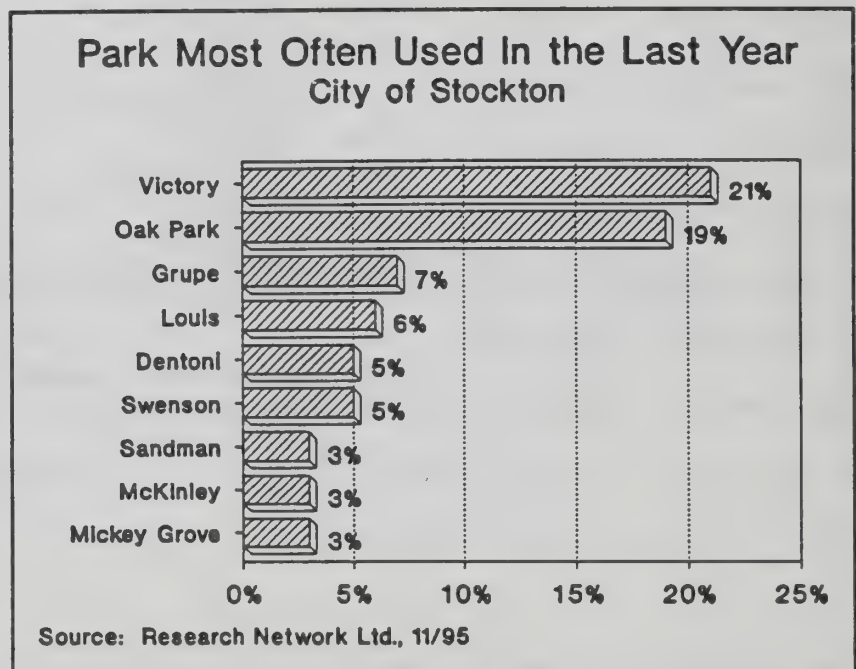


Figure 5

To develop an understanding of possible "trade areas" for the parks, the response data regarding the most often used park was aggregated into two geographic regions -- north or south of the Calaveras River. Figure 6 reveals that over half (58%) of the respondents most often used parks within the south Stockton area, an area that includes twenty-nine park sites as well as both of the parks garnering the largest volume of responses (Victory and Oak Parks).

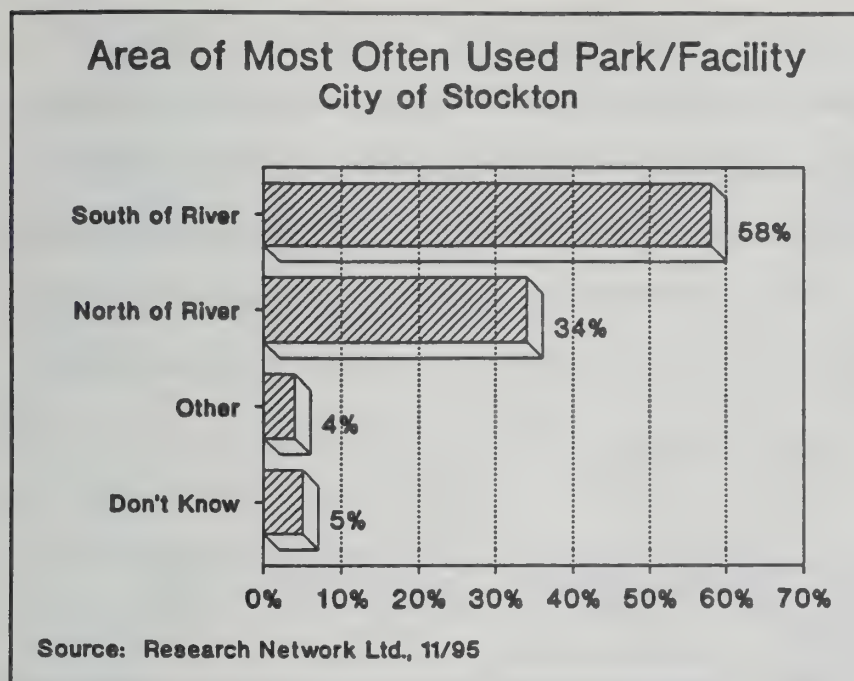


Figure 6

The nineteen parks in north Stockton were mentioned by 34% of the respondents. Upon further examination of the responses to the most often used park question, additional insight to the park usage patterns was derived. For instance, respondents living in south Stockton

cited most often using parks in the area in which they lived significantly more often than residents of north Stockton (79% vs. 55%). South area residents reported most often using a north Stockton park site most often just 12% of the time.

By comparison, 55% of the north area respondents were reported to most often use a park in their half of the City and 39% left their area to most often visit a park site in south Stockton. Those residents of north Stockton drawn to park sites in the south were heavily influenced by the Victory and Oak Parks (which constituted 24% of the 39% who left the North to use a park located in the South).

ACTIVITIES PARTICIPATION

The survey solicited information concerning household members participation in eleven recreational activities. Each respondent was queried regarding whether any member of the household had participated in each activity during the past year. Further, they were asked to estimate how often in the past year each member engaged in the activity. From this data, the following table was compiled.

	<u>HOUSEHOLDS WHO PARTICIPATE</u>	<u>PER CAPITA PER YEAR PARTICIPATION RATE</u>
Walk/Hike/Jog/Run	71%	26.7
Bicycling on Paved Paths	47%	13.2
Playgrounds/Tot Lots	45%	8.6
Swimming in Outdoor Pools	28%	7.8
Softball/Baseball	29%	5.5
Picnicking in Developed Sites	33%	5.5
Boating/Fishing: City Facilities	34%	4.9
Basketball/Tennis	33%	4.0
Golf	26%	3.5
Volleyball	17%	2.6
Organized Youth Soccer	11%	2.2

Activities are rank-ordered by the portion of respondent households who reported participation in each activity. In addition, the above text table also reports the per capita participation rate per year for each of the recreational activities. The survey compiled the frequency of usage for each activity as well

as the number of members of each household who participated. Using these factors, a calculation was completed that yielded average annual per capita participation rates for each activity. For example, each member of the respondent households represented in this sample played volleyball, on average, 2.6 times per year (see Figure 8).

As Figure 7 illustrates, the one tested recreational activity cited as being undertaken by more than half of the Stockton households surveyed was Walking/Hiking/Jogging/Running (71%). Households who reported Bicycling on Paved Paths comprised nearly half of the re-

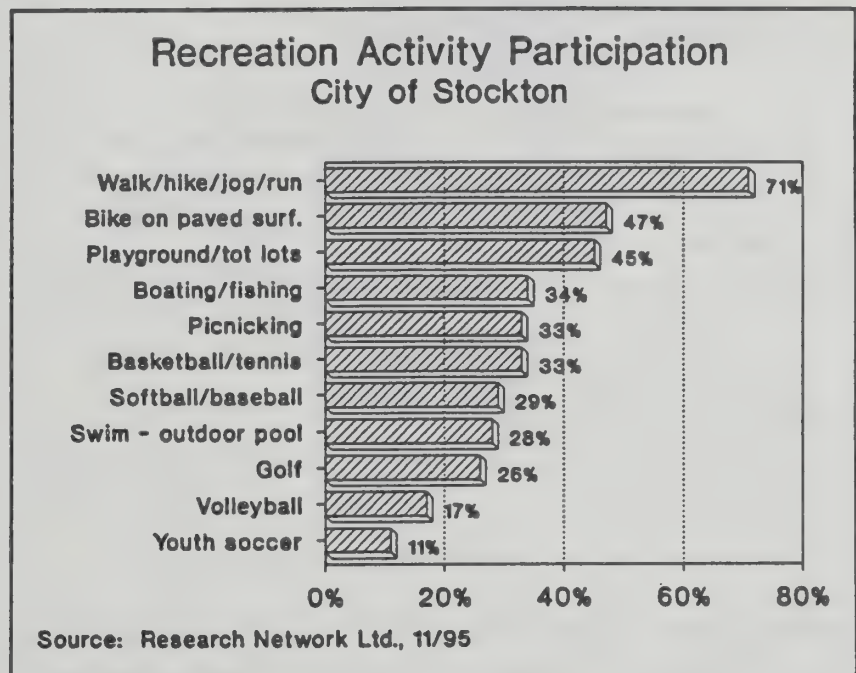


Figure 7

spondents (47%) while those having used Playgrounds/Tot Lots were nearly as large a group (45%). The remaining activities were reportedly being conducted by members of one-third or less of the surveyed households.

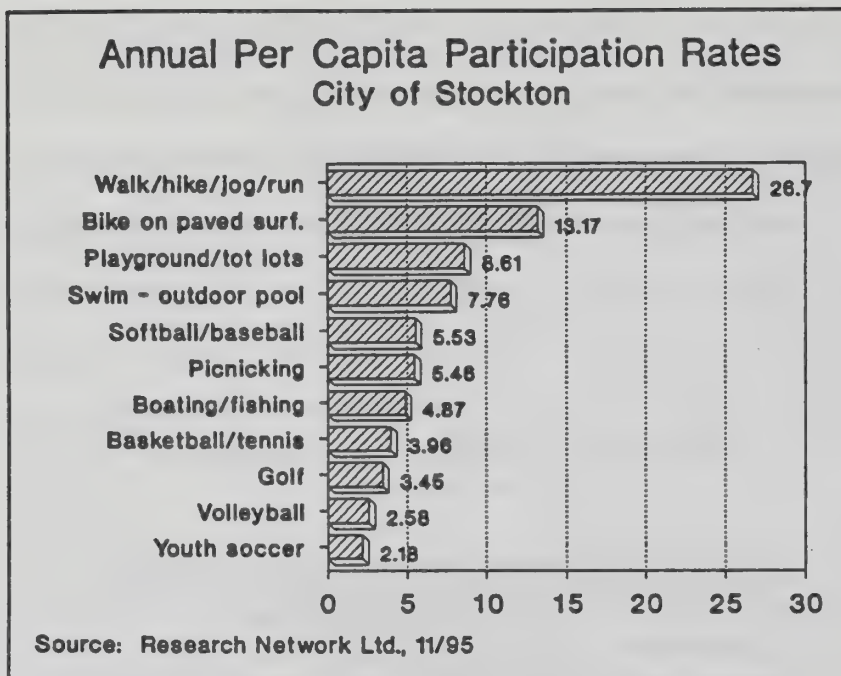


Figure 8 shows the per capita participation rates for the eleven activities identified in the survey. These per capita participation rates provide a foundation for the assessment of demand for specific types of recreational facilities.

Figure 8

III. RECREATION FACILITY IMPROVEMENT NEEDS

ONE FACILITY RESPONDENTS WANT IN THE CITY

Stockton residents were asked to identify one facility or activity their household would MOST like to see added in the City. Responses to this question are presented in Figure 9.

As Figure 9 shows, the largest number of respondents stated a de-

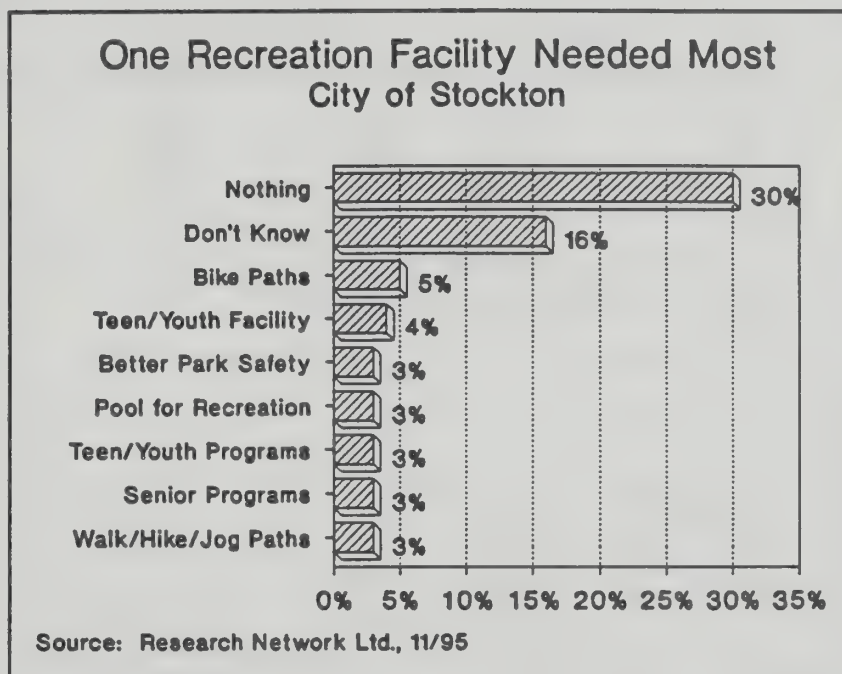


Figure 9

sire for no new facilities in the City, volunteered by 30% of those interviewed.

The remaining responses were diverse with response volumes no higher than 5% for any of the facilities identified. The table following provides a detailed breakdown of all the responses to this question.

<u>Response</u>	<u>One Facility Most Desired</u>
<u>Nothing</u>	<u>30%</u>
<u>Outdoor Facilities</u>	<u>29%</u>
Organized Ball Sports	6%
Lighted Soft/Baseball Fields	2%
Lighted Soccer Fields	2%
Unlighted Soft/Baseball Fields	1%
Unlighted Soccer Fields	1%
Bike Paths	5%
Swimming Pool for Recreation	3%
Walking/Hiking/Jogging/Running Paths	3%
Tennis Courts	2%
Ice/Roller Skating	2%
Golf Course	2%
Playgrounds/Tot Lots	1%
Volleyball	1%
Bandshell/Outdoor Concert Stage	1%
Outdoor Basketball Courts	1%
Outdoor Classes: Tennis, Golf, etc.	1%
Horseback Riding Facilities	1%
Swimming Pool - Competitive Events	*
Picnic/Group Facilities	*
Gun/Archery Range	*
Lawn Bowling Facilities	*
<u>Indoor Facilities</u>	<u>14%</u>
Teen and Youth Club Facilities	4%
Teen and Youth Club Programs	3%
Senior Programs	3%
Recreation Center for Indoor Classes	2%
Senior Facilities	1%
Indoor Basketball Courts	1%
<u>Better Security</u>	<u>3%</u>
<u>Better Maintenance</u>	<u>1%</u>
<u>Other</u>	<u>13%</u>

* Less than .5%

Source: Research Network Ltd., 11/95

When respondents were asked a second question to identify one facility they wanted in addition to the one they previously identified, more than half stated that no additional facilities or programs were desired (51%). Among those responding to this question, "Better Park Safety/Security", "Bike Paths", and "Teen and Youth Club Programs" were most often mentioned (each garnering 3% of the responses).

IV. RESPONDENT DEMOGRAPHY

The table on the following page compares the demographic characteristics of all the Stockton residents interviewed with the demographic characteristics of frequent recreation facility users.

One of the most meaningful demographic characteristics is the household description.

As Figure 10 illustrates, the most common types of households in Stockton are those containing two or more adults without children under 18 years of age

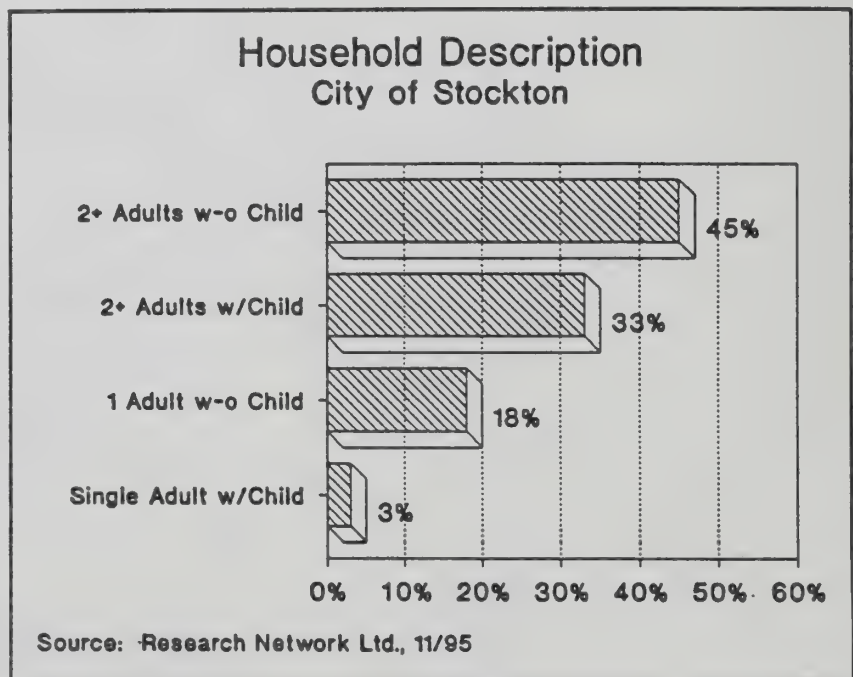


Figure 10

(45%). A somewhat smaller share of the households (33%) are consist of two or more adults *with* children under 18 years of age. Nearly one in five households (18%) reported being one-person households.

DEMOGRAPHIC CHARACTERISTICS
STOCKTON PARKS AND RECREATION NEEDS ASSESSMENT

	<u>Total</u>	<u>North</u>	<u>South</u>	<u>Frequent</u>
<u>Ethnicity</u>				
White	69%	77%	61%	73%
Hispanic, Latino	9	7	11	9
Black	10	5	15	8
Asian	5	3	6	4
Other	5	5	5	5
Refused	2	3	2	1
Hispanic Ancestry	9	10	7	11
<u>Household Description</u>				
Single adult w/o children	18%	17%	20%	6%
2+ adults w/o children	45	48	41	37
Subtotal	63%	65%	61%	43%
Single adult with children	3%	5%	2%	6%
2 adults with children	29	28	30	43
3+ adults w/children	4	3	6	8
Subtotal	37%	35%	38%	57%
<u>Median Respondent Age</u>	50.7	51.5	47.32	42.5

Note: May not add due to rounding

Source: Research Network Ltd., 11/95

Aggregating the descriptions illustrated in Figure 10, we can conclude that more than half (63%) of Stockton households have no children under 18 years of age. Such "childless" households were more frequently found among those respondents stating that they never used Stockton Recreation programs or facilities (74% and 91% childless, respectively vs. 63% norm). Further, households reporting their ethnicity to be White were also more likely to be childless (72% vs. 63% norm).

In contrast, 37% of Stockton households reported having one or more children under 18 years. Households with children were most often found among those respondents who stated they frequently used Stockton park programs and facilities (52% and 57% with children, respectively vs. 37% norm) and among those whose ethnicity was reported to be Hispanic or Asian/Pacific Islander (65% and 71% with children, respectively vs. 37% norm).

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